
Text Amendment Request(s): Chapter 14 (14-01 to 14-23)

I. GENERAL INFORMATION

Description: The Land Use Plan chapter contains three overarching goals: (1) promote smart growth land use patterns in New Orleans and the region; (2) promote development that can strengthen the city’s tax and job base while serving citizen needs and preserving city character; and (3) strengthen the city’s public realm and urban design character. This chapter contains an explanation of the relationship between the Land Use Plan and the “force of law” provisions of the City Charter. It sets out guidelines for land use and place-making principles. Future Land Use categories are listed and described in this chapter along with maps showing the designation for each property in the city. The Future Land Use Map forms the basis for the Comprehensive Zoning Ordinance and assignment of zoning districts to all property in the city. The chapter highlights some of the land use modifications proposed through the Future Land Use Map and sets forth zoning principles. Finally, the chapter identifies large, under-developed sites that have the potential to be transformative to the areas in which they are located.

Assessment: Since the initial adoption of the Master Plan in 2010, the City has implemented the majority of the recommended actions of this chapter. The adoption of the new Comprehensive Zoning Ordinance in August 2015 accomplished many of these actions, including but not limited to:

- Revise zoning districts to better reflect the city’s established development patterns. Development patterns in areas built before World War II differ from those in areas developed after the war.
- Ensure that new housing built within established neighborhoods is compatible with the scale and character of existing development.
- Create zoning districts for mixed-use development of various scales from lower- to higher- density development.
- Encourage, and in some cases require, sustainable stormwater-management practices, scaled to the size and character of the site. Current techniques include bioswales, green roofs, and landscaped islands in parking lots that are designed to absorb stormwater.

In total, The City Planning Commission staff found that approximately 85% of the recommended actions in Chapter 14 have been completed, are in progress, or are ongoing actions.

Requests: The City Planning Commission solicited proposals for Master Plan text amendments from the general public, as well as various City and other governmental agencies and departments. The below table is a summary of each request received by the City Planning Commission, the applicant, and the subject of the request.

| <i>Request</i> | <i>Applicant</i> | <i>Chapter</i> | <i>Subject</i> |
|-----------------------|---|-----------------------------------|--|
| Text 14-01 | Residents of Gordon Plaza | V. 2 Ch. 14 | Soil, air, and water contamination |
| Text 14-02 | Central City Renaissance Alliance | V. 2 Ch. 14 | Opportunity site at Brown's Dairy |
| Text 14-03 | Arts Council of New Orleans | V. 2 Ch. 14 | Establish a Master Plan for Public Art and Civic Design |
| Text 14-04 | Urban Conservancy | V. 2 Ch. 14 | Community participation in parks and recreation planning |
| Text 14-05 | Sustaining Our Urban Landscape | V. 2 Ch. 14 | Land Use Plan |
| Text 14-06 | Councilmember Cantrell | V. 2 Ch. 14 | Parks and recreation planning and land use decisions |
| Text 14-07 | Ernest N. Morial Convention Center | V. 2 Ch. 14 | South of Convention Center Opportunity Site |
| Text 14-08 | Louisiana Landmarks Society | V. 2 Ch. 14 | The City's public realm and urban design |
| Text 14-09 | Louisiana Landmarks Society | V. 2 Ch. 14 And V. 3 Ch. 14 | Residential quality of life |
| Text 14-10 | Greater New Orleans Water Collaborative | V. 2 Ch. 14 | Urban Design framework |
| Text 14-11 | Greater New Orleans Water Collaborative | V. 3 Ch. 14 | Updating Land Use Plan background |
| Text 14-12 | Sherman Strategies | V. 2 Ch. 14 | FLUM definition only – not a part of this report |
| Text 14-13 | Sherman Strategies | V. 2 Ch. 14 | Reuse of vacant or underutilized industrial property |
| Text 14-14 | Councilmember Ramsey | V. 2 Ch. 14 | FLUM definition only – not a part of this report |
| Text 14-15 | Councilmember Williams | V. 2 Ch. 14 | FLUM definition only – not a part of this report |

| <i>Request</i> | <i>Applicant</i> | <i>Chapter</i> | <i>Subject</i> |
|-----------------------|-------------------------------------|-----------------------|---|
| Text 14-16 | Councilmember Cantrell | V. 2 Ch. 14 | FLUM definition only – not a part of this report |
| Text 14-17 | Mayor’s Office | V. 2 Ch. 14 | FLUM definition only – not a part of this report |
| Text 14-18 | Mayor’s Office | V. 2 Ch. 14 | Include equity and resilience as considerations in the Land Use Plan Chapter |
| Text 14-19 | City Planning Commission | V. 2 Ch. 14 | Updates to reflect current conditions and accomplishments |
| Text 14-20 | City Planning Commission | V. 2 Ch. 14 | FLUM definition only – not a part of this report |
| Text 14-21 | City Planning Commission | V. 2 Ch. 14 | Add the “Table Specifying Relationship Between Future Land Use Designations and Zoning Classifications” to the Master Plan. |
| Text 14-22 | City Planning Commission | V. 2 Ch. 14 | Add text to further explain the “Force of Law” section |
| Text 14-23 | Holy Cross Neighborhood Association | V. 2 Ch. 14 | Zoning and land use principles |

II. ANALYSIS

A. What general and specific text changes were included in the requests made for the petitioned chapter(s)?

Chapter 14 received the largest number of individual amendment requests of any chapter in the Master Plan. The City Planning Commission received amendment proposals for every section of the chapter, including strategies and actions table, guidelines for urban design, text of the Future Land Use categories, general zoning principles, and opportunity sites. Amendment proposals focuses around a variety of proposals from stormwater management, urban design, historic preservation, and economic development, among others. This section will provide a brief summary of the proposals received for this chapter and will be followed by staff responses to each proposal in the next report section.

Text 14-01

The Residents of Gordon Plaza proposed the addition of three actions to be placed in the strategies and actions table within Chapter 14 under existing Goal 1, Strategy 1. This

amendment proposal was submitted in conjunction with a number of similar amendment requests submitted for Chapter 12 Resilience and Chapter 13 Environmental Quality. The proposed actions aim to identify former waste disposal sites and limit their future use as residential and school sites. The amendment also proposes that the City identify funding sources to assist the current residents of Gordon Plaza in relocating.

Text 14-02

The Central City Renaissance Alliance submitted a proposed text amendment to Chapter 14 to add an Opportunity Site for the soon to be vacated Brown's Dairy site. Brown's Dairy announced in early 2016 that it would be closing its Central City milk processing plant and move operations to Hammond¹. The decision to close the Central City facility will result in the elimination of 185 jobs and several squares of vacant facilities where the processing plant currently stands. The Central City Renaissance Alliance would like this site to be added as an Opportunity Site and proposed many land use strategies and actions for the site. These actions include funding for the attraction of new businesses, the reopening of Thalia Street, capitalizing on the neighborhood's cultural assets, and planning of different redevelopment scenarios for the site. The Central City Renaissance Alliance's vision for the site also included specific land uses including a Mardi Gras Bead Manufacturing site, tech incubator, African American and/or Civil Rights Museum, and affordable housing. The proposed opportunity site application did not include a market analysis to identify the number of residential units and how much or what type of uses the site could support.

Text 14-03

The Arts Council of New Orleans submitted several proposals for amendments to Chapter 14 in the form of recommended strategies and actions. The Arts Council's intent is to strengthen its ability to provide quality public art for the city by securing more public and private funding, and to make the process of providing public art more streamlined.

In 1986, the City of New Orleans passed an ordinance dedicating 1% of capital bonds to the commission of public art. The Arts Council plans to explore a possible amendment to this ordinance for clarification and for a greater source of dedicated funding. The Arts Council also proposes to reword Goal 3, Strategy 3 to be more specific as to what the framework for supporting public art could entail, including the creation of new commissions, priority locations, and typologies appropriate to specific neighborhoods. The proposal also recommends the deletion of existing strategies under Goal 3 Strategy 3 that aim to establish an art donation policy for the City and established maintenance criteria when art is placed in accordance with the draft art donation policy as attached to the Appendix of the Master Plan.

Additionally, the Arts Council proposes to create a strategy to "Establish a Master Plan for Public Art and Civic Design," the streamlining of the public art review process by the City in terms of review times and a possible reduction in certain fees, and strengthening

¹ Massa, Dominic. "Brown's Dairy to close N.O. milk plant, cut 185 jobs." WWL. 22 March 2016. <http://www.wwltv.com/news/browns-dairy-to-close-no-milk-plant-cut-185-jobs/96740806>

the relationship between the City and the art community to help secure funding for public art.

Text 14-04

The Urban Conservancy submitted Master Plan text amendments for both Chapters 7 and 14 generally concerning the idea of enhanced public participation and transparency of park providers prior to undergoing major parks improvements. Specifically, the Urban Conservancy recommends a new goal for Chapter 14 to “promote the responsible, equitable management of open space and recreation areas that reflect and address the diverse needs of citizens,” and a strategy to implement a robust public process that is required of all major park providers. The specific action recommended to accomplish this goal is to require that providers comply with their master plans, a requirement recommended by the Urban Conservancy for Chapter 7. The proposal further recommends that they be vetted through the Capital Improvement Planning process.

Text 14-05

Sustaining Our Urban Landscape (SOUL) submitted a number of proposed amendments to Chapter 14, the first of which is to create a new goal and strategy to expand the character of the city’s tree canopy to all neighborhoods and to pursue a no net loss of tree canopy strategy, respectively. SOUL also proposed a general amendment to Chapter 14 to amend the text to reflect the city’s resilience goals and policies. This general amendment proposal had five specific policy aims, including the above mentioned goal and strategy. These policy aims include the incorporation of risk reduction strategies within historic properties and districts, amendments to the Future Land Use Map to account for planned and future stormwater management projects identified in the Greater New Orleans Urban Water Plan, and two aims to identify public and private property (including rights-of-way and other public spaces) on which stormwater management should be emphasized in the FLUM.

Text 14-06

The Text 14-06 proposed text amendments for Chapter 14 largely concern the parks and recreation system and contain policy recommendations related to the following issues:

In the section on Policies for Decision Makers:

- Preservation of passive space over intensive active recreation or commercially-oriented uses in parks
- Procedures to ensure against the loss of public park space *

In the section on Land Use Actions and Strategies:

- Procedures to ensure against the loss of public park space *
- Requiring Master Plans for large parks and a comprehensive plan for the citywide park system *
- Requiring the establishment of an inter-agency parks and recreation coordinating group *

- Requiring enhanced public review for any park project in the Capital Improvement Plan
- Requiring Conditional Use or a similar procedure for intensifications of use in parks
- Requiring the City to propose a millage ballot initiative to fund parks *
- Requiring a balance of passive and recreational uses in parks and public spaces

*These recommendations are already in Chapter 7 Parks, Open Space & Recreation, but are proposed to be repeated in Chapter 14 to give them the force of law.

In the section on Guidelines and Placemaking Principles:

- Adding land to the park system in addition to preserving land currently in park use

In the section explaining the Force of Law, a new section would be added on Capital Improvement Program and Capital Budgeting with subheadings on “Natural Areas, Open Space, and Recreational Areas” as well as “Disaster Resilience and Stormwater Management.” These sections would:

- Require all park projects to be consistent with the Master Plan, including goals, policies, and guidelines, including design guidelines that are contained in the Land Use element.
- Require all projects to be consistent with Chapter 7, Parks, Open Space & Recreation
- Require a public hearing on any park project being proposed in the CIP.
- Require that to be eligible for CIP funding, the managing park entity must have submitted a Master Plan. The Master Plan must contain measures for conserving designated open space.
- Require that if park land is taken out of use, funds for its replacement must be placed in a trust fund.
- Require that prior to the sale of any public property, it must be reviewed to determine whether it could be used for stormwater management
- Require property under the jurisdiction of the Department of Public Works or Parks & Parkways that is proposed for development through the CIP to demonstrate best practices for stormwater management.
- Require all public buildings proposed for development through the CIP to demonstrate best practices for stormwater management, wind and flood resilience

In the section on Urban Design Framework:

- Require that increases in population density be accompanied by increases in passive green space.
- Prevent the conversion of passive park space to intensive and commercial use

Text 14-07

The Ernest N. Morial Convention Center submitted an amendment proposal to modify language currently in Opportunity Site 2 – South of Convention Center. The current opportunity site encompasses the area bounded by the Mississippi River and Henderson, Tchoupitoulas, and Orange Streets. The proposed amendments include the expansion of the opportunity site downriver to the Crescent City Connection bridge. This expanded area includes a portion of the Convention Center and a large surface parking lot. All of the current and proposed properties within this opportunity site are designated MUH Mixed Use High Density on the Future Land Use Map. The proposed amendment includes a name change of the opportunity site from South of Convention Center to Convention Center Development District. Changes to the text of the opportunity site include updating the vision for the site from “residential neighborhood” to a “mixed-use urban center,” and an amendment to the potential uses to include a hotel. Additional changes are recommended to include language about pedestrian friendliness and reconnecting the street grid. The proposed amendment would delete a mention of “green space corridors” and instead highlight the community amenities proposed developments could have, including public plazas and, again, reconnecting the street grid. The proposal application also recommends removing the market analysis and rendering currently included in Opportunity Site 2.

Text 14-08 and 14-09

Due to the extensive and varied nature of the proposals by the Louisiana Landmarks Society, the full text of these proposals will appear in the next section with each point followed by analysis and recommendation.

Text 14-10

The Greater New Orleans Water Collaborative (GNOWC) proposed amendments to Volume 2 Chapter 14 to amend the description of several Future Land Use categories. Specifically, the GNOWC recommends that on-site water management be added to the Development Character portion of the Future Land Use category descriptions for the Cemetery, Transportation, and Institutional FLUM categories.

The GNOWC also recommends several amendments to the Urban Design Framework section of Chapter 14 that build upon the existing framework bullet points by adding language regarding the reduction in the leakage of treated water, the education, economic, and health benefits of different stormwater management best practices, and to replace current language regarding “integrating levees” into the landscape to state “integrate gray and green infrastructure” into the landscape. Proposed amendments to the Urban Design Principles of Chapter 14 include language that mostly adds to the existing design principles and that promote access to the City’s water assets, reclamation of hidden water assets, incorporation of stormwater management and risk protection measures downtown, and the recognition of flood risk in addition to historic neighborhood character, and the exploration of urban agriculture and water retention in certain lots not slated for development in the near term.

Additionally, amendments are proposed under “Promote Sustainability” to clarify that flood vents can be considered appropriate to a design when a home is elevated for flood protection, and to insert “stormwater management” into the principle speaking to energy efficiency techniques, which already lists stormwater management techniques in its description.

Text 14-11

The Greater New Orleans Water Collaborative submitted a proposed amendment to Volume 3 Chapter 14 in order to discuss historic character and flood protection. Specifically, the Water Collaborative proposed that this chapter speak more to how flood protection can be achieved while also preserving the historic character of our neighborhoods, and to potentially incorporate language outlining appropriate elevation techniques. Additional suggestions include referencing the New Orleans Building Hardening Guide and FEMA’s History of Building Elevation in New Orleans. Aside from the specific recommendations for reference materials, this amendment proposal does not propose specific language, but rather recommends that specific language be developed and added to the chapter.

Text 14-12

FLUM definition only – not a part of this report

Text 14-13

Under the first strategy of Goal 1 “Promote walkable, mixed-use environments and transit-oriented development,” add new text: “Allow vacant or underutilized, industrial property that is adjacent to open space and recreation future land use categories, residential future land use categories, or mixed-use future land use categories to be developed into mixed-use and/or residential uses.” Under the second bullet point “Design mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or industrial sites by...” add new text: “Allowing vacant or underutilized, industrial property that is adjacent to open space and recreation future land use categories, residential future land use categories, or mixed-use future land use categories to be developed into mixed-use and/or residential uses.”

Text 14-14

FLUM definition only – not a part of this report

Text 14-15

FLUM definition only – not a part of this report

Text 14-16

FLUM definition only – not a part of this report

Text 14-17

FLUM definition only – not a part of this report

Text 14-18

The Mayor's Office submitted an application to insert introductory text in Chapter 14 and other chapters throughout the Master Plan. This proposed language for Chapter 14 speaks specifically to how the City of New Orleans is committed to equitable land use decisions and resilient practices and policies. Currently, Chapter 14's introduction consists of a brief narrative about the spectrum of land-use environments found in New Orleans, an explanation of the Future Land Use map, and a few highlights of the map.

Text 14-19

These edits submitted by the City Planning Commission update the text of the Land Use Plan chapter. Proposed amendments to the Future Land Use Map categories are not included in this amendment, but are proposed under Text 14-20 and handled in a group analysis with other similar proposed amendments. The edits to this chapter are summarized below:

- Deletion of references to density, which are edits to accompany the removal of strict density limits in the Future Land Use Map categories.
- Deletion of references to the Neighborhood Character Studies – City Planning has not found these descriptions to be accurate or useful.
- References to the new Comprehensive Zoning Ordinance should now be in past tense.
- Further integrate housing affordability and choice into goals relating to land use patterns.
- Protecting environmentally sensitive areas while allowing some limited developments in those areas.
- Promoting the concept of public parking lots near popular commercial areas as a more efficient way to provide parking.
- Adding a numbering system to the recommendations in a manner consistent with other chapters.
- Descriptions of the land use categories in Planning Districts are edited to reflect changes approved during the 2011-12 amendments.
- Opportunity site descriptions are updated to reflect current conditions.

Text 14-20

FLUM definition only – not a part of this report

Text 14-21

The City Planning Commission proposed an amendment to include the “Table Specifying Relationship Between Future Land Use Designations and Zoning Classifications” from the Appendix of the CZO into Chapter 14 of the Master Plan. This table currently lists which zoning districts are consistent with certain Future Land Use designations. The City Planning Commission staff currently consults this consistency table to determine if a proposed zoning change is consistent with the Master Plan, which is required by law. If an applicant requests a zoning district that is not listed as consistent with the property's Future Land Use category, the staff cannot support that request. Chapter 14 currently

lists the descriptions of all Future Land Use categories and the Planning Districts in which they are found, but currently does not make a link to the current zoning districts in the CZO.

Text 14-22

The City Planning Commission recommends amendments to clarify language regarding the Master Plan's force of law. The amendment language is proposed to be inserted between the current text box titled "Is every idea in the Master Plan subject to the "Force of Law?" and before the section titled "The Neighborhood Character Studies in the Land Use Plan." The proposed amendment language is separated into three parts: Administrators, Interpretation of Land Use Plan Language, and "Force of Law" Consistency Determinations. The proposed Administrators section lists the Executive Director of the City Planning Commission as the final decision maker for minor Future Land Use Map adjustments and interpretations of the Future Land Use Map, and the City Planning Commission as the final decision maker on appeals of minor FLUM adjustments and interpretations of the FLUM. The City Council is the final decision maker on amendments to the Master Plan.

The second section lists "Interpretation of Laws" elements of the Louisiana Civil Code and states that the language of the Land Use Plan shall be interpreted in accordance with those elements. The third section concerns the "Force of Law" consistency determinations and focuses on the importance of the Future Land Use Category descriptions for these determinations. This language contends that the Future Land Use Category descriptions are probably the most important language for consistency determinations because they essentially define in their description what consistency means for each category by establishing specific land use goals, delineating the specific uses permitted in these areas, and defining the desired development character for each category.

Text 14-23

The Holy Cross Neighborhood Association submitted seven amendment proposals that concern a number of topics and ideas including, historic preservation, planning district boundaries, public participation, and neighborhood character in general. The first proposal from the HCNA suggests that if a land use category is changed to a higher intensity to accommodate a specific project, but the project fails to be constructed, the land use designation should be returned to one "more consistent with the previous density, height, and intensity of use before the project was proposed.

The second proposal from the HCNA is that the principle within the Master Plan to support higher density development in areas of higher elevation shall not take precedence over neighborhood character in historic neighborhoods. The HCNA's third proposal concerns public comment, and suggests that public comments shall be considered by City Planning Commission staff when making recommendations, regardless of time constraints or any inconvenience it might impose. The fourth proposal from the HCNA recommends that the wetland currently included in Planning District 11 be instead

included in the Planning District 8 boundary because of its function and importance to the residents of that area.

The fifth proposal from the HCNA proposes a FLUM amendment to area from the Inner Harbor Navigational Canal (IHNC) lock to Florida Avenue from Industrial to Parkland and Open Space. This Future Land Use Map amendment was not submitted by the property owner and therefore cannot be considered. HCNA's sixth proposal requests the creation of a policy that development in and near historic districts respect the scale, shape, and "tout ensemble" of these existing neighborhoods, and that this policy be established with public engagement.

HCNA's seventh proposal recommends the recognition and protection of historic structures not under the City's jurisdiction (e.g. state bridges, federal locks, etc). The proposal specifically points to the maritime and engineering significance of the Inner Harbor Navigation Canal Lock and its significance to the city that extends beyond that of its users.

B. How did the staff respond to each request for text change for the petitioned chapter(s)?

The staff reviewed each proposal with awareness of the force of law City Charter provisions. Where a proposal is not a land use issue, staff generally recommends that it be considered with the appropriate topical chapter.

Text 14-01

The recommended actions from the Residents of Gordon Plaza that residential development and schools should not be constructed on sites of former waste disposal or waste incineration sites, an action to develop an inventory of these sites, and a third action for the City to assist with the identification of funding to relocate Gordon Plaza residents would not be best located in Chapter 14. The Residents of Gordon Plaza also proposed a nearly identical request for Chapter 13 Environmental Quality. The staff believes that Chapter 13 is the appropriate chapter in the Master Plan to evaluate this request because the request focuses more on policy and administrative actions than land use recommendations.

Text 14-02

The recommended opportunity site for the former Brown's Dairy site in Central City should be included in Chapter 14, as the company's abandoning of the site will leave nearly three full city squares vacant in a neighborhood that is centrally located and is rich with history and culture. The format of the proposed opportunity site is slightly different than those that are currently included in Chapter 14, so the staff recommends some modification to the proposal for its inclusion in the chapter. The application contains recommended actions that are similar in format to the strategies and actions imbedded in the strategies and actions chart in the beginning of Chapter 14. The staff recommends that the recommended actions be converted to bullets that can be listed under an aerial and FLUM map of the Brown's Dairy site, similar to Opportunity Site 7. Additionally,

the Central City Renaissance Alliance's cover letter and recommended policies for decision makers will help inform the development of the narrative that describes the potential and importance of this opportunity site. Finally, the staff recommends that the wording of the proposed actions be modified slightly to not be too specific in terms of who will commit funding for business attraction and for planning initiatives, so as to provide flexibility as opportunities for funding present themselves. Lastly, the staff recommends the inclusion of two recommendations from the Main Street Resilience Plan that were adopted by the City Planning Commission in 2016. The recommendations aim to improve connections to the surrounding neighborhood by improving Martin Luther King, Jr. Boulevard and the space under U.S. 90 connecting Oretha Haley Boulevard to the downtown neighborhoods.

Text 14-03

The Arts Council of New Orleans submitted several proposals for amendments to Chapter 14 in the form of recommended strategies and actions. The general intent of the amendments is to strengthen its ability to provide quality public art for the city. The staff is supportive of the Arts Council's proposed amendment to Strategy 3 to update language to better articulate the directive of creating a "strategic" framework for public art and what this framework could entail. The does not support the elimination of existing strategies relating to the adoption of an art donation policy and the expanded maintenance that the policy should include. Without knowledge of an adopted art donation policy, the staff believes that this should still be an action that would establish clear expectations for the donation of art to the City and the maintenance that would be required.

The staff is supportive of adding an additional action to establish a Master Plan for Public Art and Civic Design. The Arts Council also proposes a new strategy aimed to expand the City's art program and includes actions to streamline current processes for art installation, and to pursue amendments to the Percent for Art Ordinance. The staff is supportive of these proposals, but recommends that the proposed text for Action 4.1 be amended to recommend a broader exploration of how the Percent for Art Ordinance can be improved, rather than prescribing specific amendments for the ordinance. The Arts Council's recommendation to strengthen the relationship between the City and the arts community to secure additional funding for public art. This proposal is not dissimilar from another Arts Council proposal which recommends the City establish a liaison between the arts and cultural community to cultivate and encourage creative, artistic, and cultural events and offerings. The staff recommends that the proposal for Chapter 14 Action 4.3 be combined with the proposal for the Executive Summary to establish an action to "strengthen the relationship between the City and the arts and cultural community to help secure additional funding for public art, and to provide opportunities to access and participate in artistic and cultural events and offerings."

Text 14-04

The Urban Conservancy's proposal to enhance the management and public input processes for major park projects is an amendment that is best evaluated in the context of Chapter 7, in which these amendments are also being considered. Chapter 14's park and open space-related goals are tied to land use and protection of park and open space

generally, and are not intended to contemplate the specifics of the management of park spaces. The staff recommends denial of this proposal in Chapter 14, with the understanding that multiple amendment proposals are being evaluated in Chapter 7 that consider these amendments and those similar to them.

Text 14-05

The amendments proposed by Sustaining Our Urban Landscape (SOUL) general aim to incorporate the city's goals of resilience and risk reduction into the land use plan. The proposed incorporation of risk reduction strategies for historic properties is a proposal that has been identified as important by a number of organizations and should be addressed in Chapters 4, 12 and 13, where appropriate. The staff does not recommend incorporating these specifics in Chapter 14 as they will be addressed and evaluated as part of those chapters.

SOUL also proposed that the FLUM be amended to reflect the proposed projects in the Greater New Orleans Urban Water Plan, and that the map should also identify public and private areas where stormwater management should be emphasized. In a separate text amendment to Chapter 14, the City Planning Commission is recommending the incorporation into each Future Land Use designation's range of uses stormwater as principal use. The amendment, if approved, will result in stormwater management projects in any FLUM designation being consistent with the Master Plan in all parts of the city, essentially emphasizing the importance of stormwater management citywide. With that said, the result of the City Planning Commission's amendment would essentially achieve the intent of this general proposal and results in basically a modified approval of the request subject to the approved language of the City Planning Commission's proposed amendment.

The final proposal by SOUL is the addition of a new goal and strategy to protect tree canopy citywide by adopting a policy of no net loss of tree canopy. SOUL is also proposing this strategy in Chapter 7, which is the appropriate chapter to evaluate this proposed strategy. The staff recommends denial of the proposed goal and strategy with the understanding that it will be evaluated in a more appropriate location in Chapter 7.

Text 14-06

The text amendments proposed by Councilmember Cantrell for Chapter 14 concern the parks and recreation system and contain policy recommendations generally related to the preservation of passive space over active recreational or commercially-oriented uses in parks as well as procedures to ensure against the loss of public park space. The proposal seeks to repeat and expand upon a number of recommendations already in Chapter 7, Parks, Open Space & Recreation. In several cases, the proposal states that the provisions of Chapter 7 should be included in Chapter 14 to "insure the force of law." The "force of law" authority of the Master Plan comes from the City Charter which requires that land use actions be consistent with the Master Plan. It is not necessary for text already found in Chapter 7 of the Master Plan be repeated in Chapter 14 for the recommendations to be implemented. The proposals would generally exceed the mandate in the Charter limiting the force of law to the Land Use Plan – not policy guidance.

City Planning supports the recommendations that regional parks such as City, Audubon, Joe Brown, Lakefront, Pontchartrain, and Brechtel should have individual Master Plans with a public participation component and has recommended its inclusion in association with other proposals in Chapter 7: Parks, Open Space and Recreation. Additionally, the citywide system of parks should have a plan that accounts for the needs of citizens near the facilities and strikes a balance between active and passive recreation. These recommendations are already in Chapter 7 of the Master Plan. The requirement for parks with a zoning designation of OS-R Regional Open Space to have a Master Plan could be implemented through the Comprehensive Zoning Ordinance (CZO), similar to the Institutional Master Plan requirement found in Article 15. Additionally, the CZO identifies certain park uses as requiring a higher level of review through the conditional use process and this text can be amended at any time. Additionally, there are already recommendations about procedures for the disposition and acquisition of parkland. The City has procedures for the disposition and acquisition of property which could be further amended. Prior to the disposition of public property, City departments must review whether the land is needed for any public purpose, which may include use for stormwater management.

In the section of the chapter explaining the “force of law,” proposed text is unnecessary because the City Charter already requires that City projects be consistent with the Master Plan. This consistency is assured through the Comprehensive Zoning Ordinance, which applies to both public and private projects. The CZO contains stormwater management requirements that apply to capital projects the projects are confirmed for Master Plan consistency by the City Planning Commission. The entire Capital Improvement Plan is subject to public hearings at multiple steps of the process. Additionally, City Code requirements address wind and flood resistance with regulations that have been updated since Hurricane Katrina.

While many of the proposals are unnecessary, City Planning staff supports the concept of both regional parks and the citywide parks system having a balance of passive and active recreational uses. Under the strategy “preserve existing and create new parks and public spaces,” at the end of the action item to “provide for parkland and open spaces to meet the needs of residents,” add the sentence “Ensure a balance of passive and active recreational uses in public spaces, regional parks and in the citywide park system.” Add this same recommendation as an urban design principle under the heading “The public realm of streets, sidewalks, plazas, parks, and other public spaces” as a new bullet point.

Text 14-07

The Ernest N. Morial Convention Center proposes a number of amendments to Opportunity Site 2 to expand its boundaries, change the name, and update the vision to a mixed-use urban center that would support visitors and residents. The proposed amendment includes a number of ideas the City Planning Commission supports including streets connectivity, enhanced pedestrian design, connections to a future riverside park, and mixed-use development where it is deemed appropriate (this site is currently designated MUH Mixed-Use High Density). The staff supports the applicant’s

amendments to the narrative of Opportunity Site 2. The existing opportunity site includes residential market potential and retail market analysis, but the proposed amendment does not include updated numbers. Though these numbers will likely differ now six years later and with an expanded site, they still provide a glimpse of the site's potential until a time when updated numbers are available. Additionally, the applicant recommended removing the existing rendering of the Opportunity Site, but provided no rendering in its place. The staff believes that the existing rendering appears to support the vision of the updated narrative by showing enhanced pedestrian design, buildings that could be mixed-use, and connections to the river. Therefore, the staff recommends the existing renderings and market analysis remain in Opportunity Site 2. Any development on this site should be carefully assessed for impacts on the area's transportation system, as there are issues with heavy truck traffic.

Text 14-08

The Louisiana Landmarks Society proposed:

Amendment to Volume 2, Chapter 14, Section A, page 14.8

Existing Goal: "Strengthen the city's public realm and urban design character".

Proposed New Strategy: Enhancement of public infrastructure and physical fabric of city

Proposed New Actions Under New Strategy:

The City shall:

- 1. Develop a broad policy to require retention, replacement and enhancement of the landscaping and live oak canopies characteristic of New Orleans, providing for complete protection of trees and landscaping during private and public construction activities, especially including street and sidewalk construction, and power line maintenance and construction work by public utilities.*

Staff Analysis:

The proposed strategy attempts to build upon an existing goal to strengthen the city's public realm and urban design character. However, In Chapter 7 of the Master Plan, the recommendation to "improve the city's tree and vegetation protection ordinance" already recommends improvements to the regulations that can affect city-owned trees. The staff recommends adding the proposed, more-specific text to this strategy by modifying the text of 7.2.A:

Recommendation: Modify Chapter 7, Section 2.A to read: "Improve the City's tree and vegetative protection ordinance to require retention, replacement and enhancement of the landscaping and live oak canopies characteristic of New Orleans, providing for complete protection of trees and landscaping during private and public construction activities, especially including street and sidewalk construction, and power line maintenance and construction work by public utilities."

2. *Devise, in conjunction with Entergy and other public entities and public and private contractors, and subject to the terms of any applicable provision of franchise agreements, a short-term and long-term plan for removal and mitigation of the impact of above-ground power lines; develop public policies and regulations requiring public and private development to encourage or require removal or mitigation of above-ground power lines and replacement with sub-surface lines.*

Staff Analysis:

The proposed strategy is already covered in Chapter 10, Community Facilities, Services, and Infrastructure, in Section 6.A which reads “explore options for a long-term plan to harden transmission lines and bury overhead utilities.”

Recommendation: Denial

3. *Require public utilities, in franchise agreements, to utilize the best practices of the industry with regard to community infrastructure and facilities, and of power generation and delivery.*

Staff Analysis:

This proposed may language may essentially be covered in Chapter 10 Community Facilities, Services, and Infrastructure, in Section 6 by the goal “energy efficiency and utility service reliability and reasonable cost” and strategy 6.A “reorganize incentives to utilities and to households and business to emphasize conservation, reliability and reasonable cost.” This may be augmented by the proposed text promoting the use of “best practices.”

Recommendation: Modify Chapter 10, Section 6.A to read “Using best practices of the industry, reorganize incentives to utilities and business to emphasize conservation, reliability and reasonable cost.”

4. *Require preservation, re-installation and re-use of historic building materials on public property, such as granite curbs and ballast brick streets, and develop rules for protection of same by public entities and private contractors.*

Staff Analysis:

In addition to being aesthetically pleasing, the preservation, re-installation and re-use of historic building materials is a sustainable and “green” strategy and as such should be supported by the Master Plan. The proposed text fits into the Chapter 6 Historic Preservation goal of “New Orleans is a model of “green” sustainable historic preservation.

Recommendation: Modify Chapter 6 with a new action item 3 under Section 3.A. “Encourage the preservation, re-installation and re-use of historic building

materials on public property, such as granite curbs and ballast brick streets, and develop rules for protection of same by public entities and private contractors.”

5. *Revise zoning ordinances to require appropriate screening or fencing of all commercially operated surface level parking lots in the CBD and in historic districts, with compliance timetables for any grandfathered lots, and with appropriate enforcement mechanisms.*

Staff Analysis:

Screening and placement of parking lots to minimize their visual and streetscape impact are both good ideas implemented by the Comprehensive Zoning Ordinance. Since the current recommendation in the Master Plan mentions only the location of parking, the staff supports augmenting this recommendation with some of the proposed text. Unfortunately, jurisprudence would prevent the enforcement of compliance for “grandfathered” parking lots.

Recommendation: Modify Chapter 14, action item “manage the impacts of surface parking by screening and locating, where feasible, parking in the rear of developments.”

6. *Develop a beautification plan for the city, incorporating existing law, policy and regulations, to ensure attractive development on major corridors through design overlays and other planning techniques; for neighborhoods not part of a designated historic district, provide for recommended design guidelines as part of the permitting process to assist property owners and developers in providing for excellence in design; provide incentives for utilization and maintenance of design standards.*

Staff Analysis:

This proposed text reflects a strategy already fully embedded in the Master Plan and implemented by the Comprehensive Zoning Ordinance through design corridors, design standards, and design review.

Recommendation: Denial

7. *Provide, in zoning and in the processing of building permit applications for property in areas determined to have direct visual influence or impact on a historic district, for quality in urban design through application of policies and guidelines that ensure a visual transition and development that is compatible and consistent with the tout ensemble of the historic district so influenced or impacted.*

Staff Analysis:

The Master Plan currently recommends “appropriate transitions between high-impact, medium-impact and low-impact development.” To the extent that any

additional regulations should be proposed to implement that strategy, they should be proposed in the Comprehensive Zoning Ordinance through both area and bulk regulations as well the designation of appropriate zoning districts for sites adjoining historic districts.

Recommendation: Denial

8. *Define tout ensemble, for the purposes of processing permit applications and design review design, as the distinctive character of a neighborhood or an area as derived from consideration of its entirety; that is, the sum of its parts, rather than from the consideration of the character of individual buildings. Consideration of the tout ensemble shall be had in all land use decisions, as it promotes public welfare by preserving not just the old buildings, but the historical context in which they are sited. Developments that conspicuously contrast with or are incompatible with the tout ensemble can negatively affect the character of an historic neighborhood, diminish its cultural and economic capital and compromise the historical and aesthetic value of the tout ensemble.*

Staff Analysis: Zoning district regulations apply fairly across the board for all structures within the same district. Therefore, compatibility is ensured through consistent application of the zoning regulations. For particular building plans that are subject to design review, compatibility is consistently a criterion. The staff supports further elucidation of this procedure through modified text.

Recommendation: Under the strategy “provide guidance on desired characteristics of new development to property owners and the public”, insert a new action item “Ensure compatibility of land use regulations in the places established by the Master Plan.”

9. *Consider, in review of proposed new construction, additions, changes to facades or rooflines, how the proposed new construction or addition supports the tout ensemble of the neighborhood. Existing buildings that are atypical because of their height, massing, materials or design must not serve as precedents for future buildings or cited as justification of future waivers and variances; instead, the tout ensemble should be the precedent for future construction.*

Staff Analysis: Height, massing, materials and design are regulated to the appropriate extent by the Comprehensive Zoning Ordinance. Waivers to these regulations must already meet the legally-established criteria for a variance. The previous recommendation for compatibility of the land use regulations on the places established by the Master Plan would also cover this concern.

Recommendation: Denial

10. Require bulk and yard requirements within the CZO, and any variances or waivers from the bulk and yard requirements, to conform to the tout ensemble of the neighborhood with regards to:

- *Scale (Height and Width): The proportions of allowed height or number of floors and FAR or minimum yard requirement must reflect the proportions of the neighborhood.*
- *Site Coverage: The open space ratio and allowed setbacks must conform to the established patterns of the neighborhood.*
- *Orientation: The location of the front of a new building and its principal entrance must be consistent with other buildings on the block.*
- *Alignment, Rhythm and Spacing: New buildings may not disrupt the established pattern of alignment, rhythm and spacing of existing buildings in the vicinity.*
- *Façade Proportions (window and door patterns): Floor heights, transparency ratios, window and door proportions of new buildings or additions must be consistent with existing proportions in the vicinity.*
- *Setback: The distance of the new building/addition to the street or property line should reflect that of other buildings on the block.*
- *Architectural Elements and Design: The size, shape, proportions and location of entrances, porches, galleries, chimneys, dormers, parapets, and elements that contribute to a building's overall shape and silhouette must be consistent with the tout ensemble of the neighborhood.*
- *Materials: The substances of which new construction/additions are composed or constructed must be consistent with building materials commonly found with the neighborhood.*

Staff Analysis:

The proposed amendments are already covered in Chapter 14 under the strategy “preserve the overall character of existing residential areas” with several action items that have been implemented through the Comprehensive Zoning Ordinance.

Recommendation: Denial

11. Prioritize tout ensemble, in permitting and planning, both objectively and subjectively; that is, while buildings within historic districts may vary in size and appearance, patterns of scale, form, massing and material recur regularly to create the neighborhood's context and must be considered objectively; and planners must solicit and respect the opinions of residents and business owners from the affected neighborhood as to how any proposed new construction or addition will affect the tout ensemble as it is subjectively perceived through localized interpretations.

Staff Analysis:

The methodology for considering public comments is already established through the Comprehensive Zoning Ordinance and the City Planning Commission's Rules, Policies and Procedures. Staff planners consider submitted public comments for the points and concerns that they raise and seek to determine if any

negative impacts would arise from granting a request. The Planning Commission holds a public hearing for purpose of soliciting the opinion of all affected parties and seriously takes their opinions into consideration. The Neighborhood Participation Program has greatly formalized the process for soliciting the views of affected parties.

Recommendation: Denial

- 12. Develop staffing expertise within the city regulatory and planning review agencies and departments of city government as to issues of design review; require commissioners for HDLC, VCC, CPC and BZA to undergo training on matters of urban design, except in cases of licensed architects.*

Staff Analysis:

Commissioners of the CPC and BZA are required to undergo training. Design issues are certainly an important component and should be one of the regular topics. The proposed text would most appropriately be placed in Chapter 16, Structures for Implementation, under the goal “a culture of planning requiring participation in and approval all planning that affects the city’s welfare.” Exempting licensed architects is not appropriate, as their licensure is not based upon knowledge of urban design principles.

Recommendation: Modify Chapter 16 to create a new strategy 1.B “Develop staffing expertise within the city regulatory and planning review agencies and departments of city government as to issues of design review” with a new action item “Require commissioners for HDLC, VCC, CPC and BZA to undergo training on matters of urban design.”

- 13. Develop a plan to provide for funding and proper management and operation of the public historic cemeteries of New Orleans; said plan to include, if determined feasible, out-sourcing to qualified cemetery management companies of management, operations, burials, maintenance of burial records, and preservation and securing of tombs, vaults and burial sites.*

Staff Analysis:

This proposed text would be a valuable addition to Chapter 6 Historic Preservation.

Recommendation: Modify Chapter 6 Historic Preservation under strategy 1.A. “create a community based, comprehensive citywide preservation plan...” with a new action item to “Ensure the proper preservation, maintenance, management and operation of New Orleans public cemeteries.”

- 14. Provide for a comprehensive review and study of all signage and billboard issues for the city, to include appointment of a special review committee with active participation by interested citizens; utilize the results of such study to inform revisions to the CZO to seek to reduce or eliminate visual intrusions to the urban landscape and to ensure design compatibility.*

Staff Analysis:

Issues related to billboards are indeed complicated as many are legal, non-conforming uses and many owners are seeking to convert traditional billboards into digital. City Planning, the appropriate body to study the issues, supports the proposed text with a modification noting it as the responsible agency.

Recommendation: In Chapter 14 Land Use Plan, under the goal “strengthen the city’s public realm and urban design character, create a new strategy “provide for a comprehensive review and study of all signage and billboard issues for the city” and action item “Utilize results of the study to inform revisions to the CZO to seek to reduce visual intrusions to the urban landscape and to ensure design compatibility.”

- 15. Strengthen laws and regulations for the screening and maintenance of dumpsters on private property, and that require removal from public property; and to provide for administration, and effective and timely enforcement of said laws and regulations.*

Staff Analysis:

Screening of dumpsters and restrictions on placement of public property already exist. This is an enforcement issue rather than a policy needed for placement in the Master Plan.

Recommendation: Denial

- 16. Provide by ordinance for the regulation of pavement markings by utility companies and contractors; to require permits and for removal of markings after construction.*

Staff Analysis:

While utility companies should use temporary markings, this proposed text is overly specific for a Master Plan. Requiring a permit for a temporary marking that indicates the location of existing utilities would also be overly burdensome on the Dept. of Safety & Permits.

Recommendation: Denial

- 17. Ensure that all city policies, practices, regulations and laws, including land use maps and text, implemented in, applying to or affecting any historic district, conform to applicable design guidelines in such historic districts.*

Staff Analysis:

The City Charter already requires consistency between the Master Plan, its urban design guidelines, and the Comprehensive Zoning Ordinance. The text of the Future Land Use categories do not contradict the historic district guidelines and deference is given by the CZO design standards when HDLC guidelines are applicable.

Recommendation: Denial

Text 14-09

The Louisiana Landmarks Society proposed:

Amendments to Volume 2, Chapter 14, page 14.1

Existing Goal 2: Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character.

Proposed New Policy for Decision Makers under Goal 2:

Expand programs and policies to enhance residential quality of life.

Proposed New Strategy, page 14.8: Promote historic and neighborhood preservation and protection as mechanisms to provide sustainable and quality growth and development.

Proposed New Action Items to be listed under New Strategy.

The city shall:

- 1. Promptly commence, and complete within a reasonable time frame, the historic preservation plan utilizing strategies set forth in Chapter 6 herein.*

Staff Analysis:

The Historic Preservation Plan is already covered in the Chapter 6 Historic Preservation Chapter.

Recommendation: Denial

- 2. Ensure that any public tax advantage program, such as PILOT or TIF, have preservation and rehabilitation of historic properties as a priority for the city.*

Staff Analysis:

Along with other objectives, rehabilitation of historic properties is a worthy goal of public tax advantage programs, when historic structures are present in the subject area.

Recommendation: Modified Approval to Chapter 9 Economic Development under Strategy 5.C "Support development of a sustainable building design and

construction industry” with the proposed text as an action item and including the phrase “when historic structures are present in the subject area.”

3. *Require that all federal or state programs implemented by the city, and all federal or state grants, are fully supportive and protective of the historic and neighborhood preservation values, policies and practices.*

Staff Analysis:

Federal and State programs are already required to protect historic properties. This is enforced through the Section 106 review program administered by the State Historic Preservation Office.

Recommendation: Denial

4. *Adequately fund and staff the HDLC and the Vieux Carre Commission as the operational arm for the implementation of preservation goals, action items and strategies set forth herein.*

Staff Analysis:

Funding of City departments is within the sole legislative discretion of the City Council and is not governed by the Master Plan. All City departments should be adequately funded; therefore it is not appropriate to call out one department over another for adequate funding.

Recommendation: Denial

5. *Dedicate funds generated by the permitting activities of the HDLC and VCC to the operations of those agencies.*

Staff Analysis:

A more broad recommendation to review fees generated by various departments should be included in Chapter 16 Structures for Implementation. The amount of work that goes into processing and reviewing applications often is not covered by fees.

Recommendation: Modified Approval in Chapter 16, under existing strategy 7.A “seek opportunities to increase municipal revenues and resources for services, programs and facilities over the long term”, insert a new action item to “Regularly review the fees generated by City departments to more fully offset the staff time and resources that are necessary to process and review applications.”

6. *Prioritize and properly incentivize development and maintenance of vibrant, clean and safe residential neighborhoods through promotion of full-time home ownership and owner-occupied homes.*

Staff Analysis:

Housing policies should support both home-ownership opportunities and rental opportunities. Such policies are already supported in Chapter 5 Housing and Neighborhoods through goals and recommendations to support quality neighborhoods and diverse housing needs of all households. There are already action items to help homeowners and affordable homeownership programs.

Recommendation: Denial

7. *Restrict or discourage forms of occupancy that are characterized by transient or short-term uses that serve to diminish residential character and stability in residential zoned areas, or that serve to displace first-floor commercial uses in commercial or mixed-use zoned areas.*

Staff Analysis:

This proposed text may have unintended negative consequences. Short term uses are part of the urban landscape and may include pop-up stores and restaurants, seasonal uses, and short term residential uses that have been approved through a public process and city ordinances.

Recommendation: Denial

8. *Ensure that the Comprehensive Zoning Ordinance is written and interpreted so as to enhance residential quality of life and to foster walkable neighborhoods and pedestrian scale and character.*

Staff Analysis:

Currently, the main themes of the Master Plan include enhancing residential neighborhoods with walkability and consideration to scale and character. The CZO is already required to be consistent with the Master Plan.

Recommendation: Denial

9. *Promote ordinances, systems, plans, policies and practices that restrict or mitigate intrusions on residential quality of life, such as noise, ABO operations, commercial parking, commercial bus, truck and vehicular traffic; and build staffing capabilities to enforce such ordinances, plans and policies.*

Staff Analysis:

The Master Plan already contains goals relative to the protection of residential neighborhoods and enhancing quality of life.

Recommendation: Denial

10. *Amend zoning codes, in areas zoned for mixed residential and commercial use, so as to facilitate safe and enhanced occupancy of the vacant upper floors of buildings.*

Staff Analysis:

Zoning does not inhibit the use of upper floors. In cases where such vacancies occur, such as Canal Street and the Vieux Carre, a financial incentive may be needed. As such, the staff supports including text within the Chapter 9 Economic Development Chapter.

Recommendation: In Chapter 9, under the strategy “revitalize downtown and Canal Street and transform downtown into a thriving mixed use urban center”, insert a new action item “Provide incentives to facilitate safe and enhanced occupancy of vacant upper floors of buildings in the CBD and nearby Vieux Carre, and other historic commercial areas.”

11. *Provide for active statutory and mission directed engagement in and oversight and review by the HDLC and VCC staff of work proposed for all publicly owned or utility owned historic properties, sites and structures; said properties or structures to include but not be limited to historic buildings, bridges, cemeteries, memorials, locks and pumping stations; inventory all such properties and structures, and identify National Register eligible properties or structures.*

Staff Analysis:

The proposed text would be more appropriately located in the Historic Preservation Chapter and considered as part of the recommended Historic Preservation Plan. Since this same concept was also proposed for Chapter 6, Historic Preservation, the staff recommends denial of the placement in Chapter 14 and refers to Chapter 6 for its analysis and recommendations on this subject.

Recommendation: Denial

12. *Use or interpret zoning and regulatory controls to discourage incompatible or problematic development, where more appropriate alternative sites are determined to be available.*

Staff Analysis:

Zoning already controls land use and only allows compatible uses within a zoning district. The proposed text would be better suited to be a more broad strategy within the Economic Development chapter where an organization such as the NOLABA can assist prospective businesses with site selection.

Recommendation: In Chapter 9, create a new strategy under “A strong, effective public-private partnership to retain, maintain, recruit and expand the economic base” to “Assist developers with site selection to areas properly zoned for such activities.”

13. *Provide for, enact, implement and enforce planning policies and regulations that restrict conditional uses and intrusive operational permits, such as ABOs, as personal to the applicant and not a permanent land use privilege or exception.*

Staff Analysis:

Conditional uses and zoning are entitlements to land and jurisprudence precludes making land use law personal. The sale of businesses with such entitlements are important to property rights. One must still place permits – including alcoholic beverage outlet permits – in the name of the property owner.

Recommendation: Denial

14. *Require applicants, prior to a decision of any public body to approve an application to demolish a historic building for new construction, to present irrevocable proof of financing for the proposed new construction, and a suitable construction bond in favor of the permitting public body, upon default of any permitted new construction.*

Staff Analysis:

While staff is in agreement with the need to prevent the unnecessary demolition of historic resources, staff questions the legality and practicality of the proposed solutions. As an alternative, the staff recommends amending Chapter 6 Historic Preservation to include language about exploring options to prevent or delay demolition to ensure the viability of proposed development plans.

Recommendation: Modified Approval

15. *Give operational priority by all city agencies to protect and preserve historic and architecturally significant properties, to minimize or eliminate adverse impacts and embrace and inculcate such protection as an important and indispensable part of all agency operations.*

Staff Analysis:

This proposed text about the role of all City agencies in preserving significant properties is more appropriately included in the Historic Preservation chapter. The proposed text adds more detail to the strategy of a comprehensive citywide preservation plan and would be appropriate as an action item under strategy 1.A.

Recommendation: Modified approval to add the proposed text in Chapter 6, Strategy 1.A. Action Item 3.

- 16. Develop a Tourism Management Plan, including promoting tourism quality over tourism quantity, dispersing attractions throughout the city, and improving infrastructure, cleanliness and safety for residents and visitors; such plans shall emphasize authenticity as the focus for the visitor experience, including genuine expressions of the city's historic, architectural and cultural values. In all respects, protection of quality of life for the city residents must be a priority for the plan.*

Staff Analysis:

There are already recommendations related to this proposed text in the Historic Preservation Chapter including “support and develop cultural heritage destinations in less-traveled areas and expand visitor access.” Additionally, a tourism-related strategy in the Economic Development Chapter to “invest in new tourism and attractions that complement cultural offerings, such as the theater district and heritage tourism” addresses these issues. However, the existing action item in Chapter 9, Strategy 3.A., Action Item 1. “Increase funding for tourism marketing efforts, identify new market development and marketing targets, and increase coordination among city tourism organizations” may be expanded with the coordination efforts resulting in a “tourism management plan”

Recommendation: Modified approval to Chapter 9, Strategy 3.A., Action Item 1. Adding “with a tourism management plan” to the end of the sentence.

- 17. Seek funds for the establishment of a low-interest revolving loan fund for the acquisition and rehabilitation of blighted properties by city residents for use as a primary residence. Include a reasonable grace period so that these residents are not required to repay the loan before occupying the property. Partner with local banks to design the program and set eligibility standards.*

Staff Analysis:

There are numerous actions in Chapter 5 Neighborhoods and Housing, recommended under the strategy to “accelerate redevelopment of blighted and vacant sites through a comprehensive blight elimination program under unified management.” A revolving loan fund would be a new and useful recommendation to explore.

Recommendation: Modified approval to add the proposed text as a new action item in Chapter 5, under Strategy 2.A. replacing the words “seek funds for” with “explore.”

- 18. Prioritize repair, restoration and reuse of existing residential historic properties as the cornerstone of all housing policies, reflecting both the values of safe and stable historic neighborhoods and the dignity of home ownership and/or residence in these neighborhoods.*

Staff Analysis:

Certainly, the use of existing quality historic structures should be a major part of the city’s housing initiatives. This could be better emphasized in the Neighborhoods and Housing Chapter under Strategy 4.A.

Recommendation: Modified Approval to include a new Action Item in Chapter 5, Strategy 4.A. to read: “Prioritize repair, restoration and reuse of existing residential historic properties as a major part of the City’s housing initiatives, reflecting the values of safe and stable historic neighborhoods.”

- 19. Provide for zoning laws, policies and practices that protect and preserve long-established and existing neighborhood densities and uses.*

Staff Analysis:

Densities may change over time as household sizes and economic factors change. The Master Plan should not lock in neighborhood densities on the numbers of units per area, which may need to be adjusted to achieve goals such as the attraction of commercial development, affordable housing, or meeting of residential needs. Uses are already controlled by both the Master Plan Future Land Use categories and the Comprehensive Zoning Ordinance.

Recommendation: Denial

- 20. Discourage or prohibit commercial and institutional uses from encroaching or expanding into residential neighborhoods.*

Staff Analysis:

The proposal is not consistent with the historical development of New Orleans’ urban fabric, which is notable for mixed use neighborhoods and districts. Uses are controlled by both the Master Plan Future Land Use categories and the Comprehensive Zoning Ordinance. In residential areas, certain institutional uses such as schools, places of worship, and community facilities are appropriate.

Commercial uses are already limited in most residential FLUM categories to sites with a history of commercial use.

Recommendation: Denial

21. *Incentivize, and seek funds to establish an educational/training program to teach the building trades, and to revitalize and perpetuate traditional mentoring and apprentice programs for practical and hands-on instruction in these building trades.*

Staff Analysis:

The proposed text would be an appropriate addition to the Economic Development Chapter under the goal of “preservation and expansion of established industries.”

Recommendation: Modified Approval to create a new strategy in Chapter 9, Goal 3, to “preserve and expand skilled building trades” and an action item to “establish an educational/training program to teach the building trades, and to revitalize and perpetuate traditional mentoring and apprentice programs for practical and hand-on instruction in these building trades.”

22. *Formulate policies and laws such that if property is sought to be re-zoned to accommodate new development, any approved zoning change shall be conditioned upon actualization of the new development; the City Planning Commission, in its motion for approval, shall impose a reasonable time frame for the effectiveness and satisfaction of the condition.*

Staff Analysis:

A zoning change is not approved based on a single development plan and plans are not required for a zoning change. If a zoning change is approved, it should be based on the belief that the permitted uses of the district are appropriate for the site. Jurisprudence would preclude such a requirement. Under Louisiana law, granting of zoning creates a permanent entitlement and such “conditional” zoning is not permitted.

Recommendation: Denial

23. *Develop plans, policies and practices to ensure that pursuit of one adopted public policy does not serve to diminish or negate any other adopted public policy; that is, that all elements of the master plan shall be considered, interpreted and implemented as a harmonious whole and not as individual, discrete elements competing against each other for priority, funding or political favor.*

Staff Analysis:

Elements of the Master Plan certainly are inter-related and were written to be consistent with one another. If legislators choose to focus on implementing certain recommendations, it would be within their legislative discretion to do so. Proposed new text (Text Amendment 14-22) relative to the force of law and land use decisions provides additional guidance on how to evaluate a proposal's consistency with the Master Plan.

Recommendation: Denial

24. *Improve long-term resilience and sustainability by reducing the exposure of all citizens to lead, particularly children, by taking the following actions:*
- a. *Promote at every opportunity landscaping with low lead soil projects, in high lead communities.*
 - b. *Inform urban gardeners about the need to grow food in low lead soils, and of the advisability of raised beds for establishing gardens.*
 - c. *Establish clean soil projects on public properties, including schools, playgrounds, parks and urban gardens.*
 - d. *Work with city and state health departments to complement lead interventions of interior lead dust clean-up with low lead soil landscaping projects.*
 - e. *Implement the recommended actions items set forth in Volume 2, Chapter 13, Goal 11.*

Staff Analysis:

The proposed text is not a land use issue and therefore is most appropriate for inclusion in the new “Adapt to Thrive” chapter. Letter “e” above is not recommended for inclusion since the proposed text is recommended for inclusion in the that chapter.

Recommendation: Modified Approval to include the general concepts in the Adapt to Thrive chapter.

25. *Insert Volume 3, Part 1, Page 1, and Volume 2, Chapter 14, Section A, page 14.2*

For all land use actions, the City Planning Commission and City Council shall be bound by the provisions of Section 5-404(3(d) of the Charter of the City of New Orleans, inter alia, and shall only render decisions consistent with the Master Plan or that do not interfere with the goals, policies and strategies, including design guidelines, of the Master Plan.

For all land use actions, the City Planning Commission and the City Council, before rendering a decision, shall make written findings about the consistency of the proposed land use action with the Master Plan and with its non-interference with the goals, policies and strategies of the Master Plan. The findings must include specific reference to the Land Use elements of the Master Plan, in the following

categories: Future Land Use Map, goals, policies and strategies including land use, urban design and zoning principles.

Staff Analysis:

Volumes 2 and 3, Chapter 14 contain information about how a land use decision should be evaluated for consistency with the Master Plan. The CPC has proposed some additional language to clarify this methodology. The existing text already requires land use decisions be consistent with the Master Plan and that it make written findings. New text being proposed by the applicant would also require written findings by the City Council. According to the City Charter, the land use decisions already must be consistent with the Master Plan.

Recommendation: Denial

Text 14-10

The Greater New Orleans Water Collaborative's application proposes a number of amendments generally aimed to integrate stormwater management and resilience principles into the FLUM category descriptions and into the Urban Design sections of the chapter. The staff supports the GNOWC's recommendation to incorporate on-site water management into the Cemetery and Institutional FLUM categories. The City Planning Commission proposed a similar amendment (Text 14-20) that includes stormwater management within the Range of Uses within all FLUM categories except Institutional and Cemetery. These two categories were excluded primarily because it is assumed that these categories would not be developed with such principal uses. The GNOWC's recommendation of incorporating stormwater management into the Development Character is a good method of incorporating this principle into the expected character of developments in these categories, which can often present on-site stormwater management opportunities. The City Planning Commission is also proposing that the Transportation FLUM designation be eliminated, so the GNOWC's recommendation is supported with the exception of their recommendation to the Transportation FLUM category.

The staff supports the GNOWC's various recommendations to the Urban Design Framework and Principles, with the modification that the proposed amendment to the Downtown section regarding free board requirements not be approved because of its specificity and because applicable building codes will address this during permitting. Otherwise, the staff supports the changes and believes that the integration of the GNOWC's language regarding stormwater management and risk reduction will further illuminate the intent of this chapter and will further integrate resilience principles into the land use plan.

Text 14-11

The GNOWC's proposed amendment to discuss historic character and flood protection in Volume 3 Chapter 14 is not supported by the staff. The idea that historic preservation and flood protection are not at odds is also the centerpiece of two amendment

applications for Chapter 6 Historic Preservation (Text 06-03 and 06-09). The staff does not believe that Chapter 14 is the appropriate place for a discussion of specific appropriate flood prevention measures that are not in conflict with neighborhood character. This discussion would be better located in Chapter 6 and Chapters 12 and 13, where appropriate.

Text 14-12

FLUM definition only – not a part of this report

Text 14-13

These proposed amendments are companions to the amendment proposed in Text 14-12, an amendment to the Industrial Future Land Use Map category. There are already recommendations in the Land Use Plan chapter about creating mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or industrial sites. The proposed amendments offer a specific path for transformation of industrial areas when they have not previously been designated on the Future Land Use Map for a range of uses other than industrial. The request is not in keeping with the place-based strategy of the Master Plan. The procedure to convert land from industrial to mixed use is to amend the Future Land Use Map itself.

Text 14-14

FLUM definition only – not a part of this report

Text 14-15

FLUM definition only – not a part of this report

Text 14-16

FLUM definition only – not a part of this report

Text 14-17

FLUM definition only – not a part of this report

Text 14-18

The Mayor's Office recommendation to insert introductory language regarding equity and resilience into Chapter 14 is supported by the staff. The proposed text will provide a brief narrative on both concepts and how they are supported by the Land Use Plan and why they are important to this community. The staff recommends that the proposed text be placed after the first sentence of the second paragraph in the Introduction section of Chapter 14. This sentence reads, "The Land Use Plan sets forth the policy framework for the physical development of the city, providing a guide for city decision makes in directing the pattern, distribution, density and intensity of land uses that will, over time, best achieve the goals for livability, opportunity, and sustainability expressed throughout the Master Plan and provide sufficient land to meet demand for various land uses in the future." This sentence describes the overall goals of the land use plan, and the sentence immediately after provides a description about the FLUM. The staff believes that the

insertion of the Mayor's Office's proposed language between these two sentences will be an appropriate place to expound upon the two over-arching principles of the Master Plan.

Text 14-19

The proposals by the City Planning Commission are generally updates to reflect accomplishments and conditions along with modifications on a few goals to promote affordable housing and public shared parking in areas of high need.

Text 14-20

FLUM definition only – not a part of this report

Text 14-21

The City Planning Commission's recommendation to include the "Table Specifying Relationship Between Future Land Use Designations and Zoning Classification" will strengthen the link between the Future Land Use categories listed in Chapter 14 and the Comprehensive Zoning Ordinance. Additionally, the City Charter requires that this table be established and included in the Land Use element of the Master Plan. Since the current CZO had yet to be finalized at the time of the Master Plan's adoption, there was no table to include in Chapter 14. This table will fulfill this requirement of the City Charter.

Text 14-22

The City Planning Commission's recommended language concerning the Administrators of the Master Plan, laws concerning interpretation, and language regarding the "Force of Law" will help clarify issues that are not currently spelled out in the Master Plan. The amendment will clearly outline who has the authority to make final decisions on what concerning the Master Plan, how the document is interpreted, and elaborates on the discussion what the "Force of Law" means. The staff recommends a modification to the language as proposed in order to list the appropriate venue to appeal the City Planning Commission's review of the Director's final decision on Future Land Use map and minor map adjustments. The modification should list Civil District Court as the appropriate authority for these appeals. The staff recommends modification approval of this amendment proposal.

Text 14-23

The HCNA's first proposal to "claw back" Future Land Use Map designations that are granted for specific projects is not supported by staff. Future Land Use Map designations are recommended for specific properties because of their appropriateness for the area and the specific property, and outline a somewhat broad range of uses along with goals and development pattern descriptions. Individual FLUM amendments should not be based on individual development proposals, and therefore, if a designation is approved for a property it should be considered appropriate for any development that is consistent with the goal, range of uses, and development character of that property and area. The

addition of a “claw-back” provision or clause implies that the designation was not appropriate to begin with. Like zoning, FLUM designations are permanent entitlements. This amendment, therefore, is not supported by staff.

The second proposal by the HCNA aims to ensure that neighborhood character is respected, even in light of encouraging greater density in areas of higher elevation. Though concentrating density in areas of higher ground is one principle of this Master Plan, a central theme of Chapter 14 is preserving neighborhood character and supporting appropriate infill. The staff contends that this proposal is unnecessary because it is already incorporated in the Master Plan.

The HCNA’s third proposal aims to require the City Planning Commission staff to consider public comment in developing its recommendations. The staff does consider public comment received for all cases and includes all comments received with the materials submitted to the City Planning Commission in advance of the CPC public hearings. Any changes to the way staff or the Commission considers or reviews public comment would be better incorporated in the City Planning Commission’s Rules, Policies, and Procedures. For this reason, the staff recommends denial of this proposal.

The fourth proposal submitted by the HCNA recommends that a portion of Planning District 11 instead be incorporated into Planning District 8. The staff recognizes the HCNA’s argument that the portion of Planning District 11 is important to the residents of Planning District 8, but simply because a portion of property is not in a certain Planning District does not mean that someone cannot comment on proposals in that area, particularly when they are in such close proximity. With that said, the HCNA’s proposal does raise the question of whether the current Planning District boundaries are reflective of their purpose and if they should be reevaluated comprehensively. The staff recommends that the HCNA’s proposal be modified from an individual Planning District boundary adjustment to instead be an action in Chapter 14 to revisit the boundaries of Planning Districts citywide.

The fifth proposal from the HCNA proposes a FLUM amendment to the area from the Inner Harbor Navigational Canal (IHNC) lock to Florida Avenue from Industrial to Park and Open Space. This Future Land Use Map amendment was not submitted by the property owner and therefore cannot be considered.

The HCNA’s sixth proposal recommends that the city develop, with public engagement, a policy regarding development within and near historic neighborhoods that would respect the scale, shape, and “tout ensemble” of these existing historic neighborhoods. The staff contends that this proposal is what Chapter 14 is in a nutshell; a plan for the land use in the city that respects its natural and built environment and enhances the quality of life for its residents. Specifically, the Future Land Use category descriptions which include goals, range of uses, and development character statements are used for an evaluation of all land use actions consistency with the Master Plan, as required by law. Without any specific language included in this request that would enhance the goals and

policies established by the existing language of the Master Plan, the staff recommends denial of this proposal.

HCNA's seventh proposal request is to provide recognition and means of protection for structures, particularly historic structures that contribute to the "tout ensemble" of the City though are not under the City's jurisdiction such as states bridges and federal locks, waterways, docks, and other structures that contribute to the City and its general appearance. The Holy Cross Neighborhood Organization also proposed this amendment is Chapter 6 Historic Preservation of the Master Plan. The staff also received a similar amendment request for Chapter 6 by the Louisiana Landmarks Society that the staff recommends approval for, and which would account for the intent of this proposed amendment. The staff believes that Chapter 6 is the appropriate place for this amendment, which is being evaluated in a separate item, therefore the staff recommends denial of this request.

The following table contains a summary of each request and how the staff responded to each. For requests that the staff recommends approval or modified approval, proposed text is included in the next section.

| <i>Request</i> | <i>Subject</i> | <i>Staff Recommendation</i> |
|-----------------------|--|------------------------------------|
| Text 14-01 | Soil, air, and water contamination | Modified approval |
| Text 14-02 | Opportunity site at Brown's Dairy | Modified approval |
| Text 14-03 | Establish a Master Plan for Public Art and Civic Design | Modified approval |
| Text 14-04 | Community participation in parks and recreation planning | Denial |
| Text 14-05 | Land Use Plan | Modified Approval |

| <i>Request</i> | <i>Subject</i> | <i>Staff Recommendation</i> |
|-----------------------|---|---|
| Text 14-06 | Parks and recreation planning and land use decisions | Modified Approval |
| Text 14-07 | South of Convention Center Opportunity Site | Approval |
| Text 14-08 | The City's public realm and urban design | 1.Modified Approval; 2. Denial; 3. Modified Approval; 4. Modified Approval; 5. Modified Approval; 6. Denial; 7. Denial; 8. Modified Approval; 9. Denial; 10. Denial; 11. Denial; 12. Modified Approval; 13. Modified Approval; 14. Modified Approval; 15. Denial; 16. Denial; 17. Denial |
| Text 14-09 | Residential quality of life | 1.Denial; 2. Modified Approval; 3. Denial; 4. Denial; 5. Modified Approval; 6. Denial; 7. Denial; 8. Denial; 9. Denial; 10. Modified Approval; 11. Denial; 12. Modified Approval; 13. Denial; 14. Modified Approval; 15. Modified Approval; 16. Modified Approval; 17. Modified Approval; 18. Modified Approval; 19. Denial; 20. Denial; 21. Modified Approval; 22. Denial; 23. Denial; 24. Modified Approval; 25. Denial |
| Text 14-10 | Urban Design framework | Modified Approval |
| Text 14-11 | Updating Land Use Plan background | Denial |
| Text 14-12 | FLUM definition only – not a part of this report | n/a |
| Text 14-13 | Reuse of vacant or underutilized industrial properties | Denial |
| Text 14-14 | FLUM definition only – not a part of this report | n/a |
| Text 14-15 | FLUM definition only – not a part of this report | n/a |

| <i>Request</i> | <i>Subject</i> | <i>Staff Recommendation</i> |
|-----------------------|---|------------------------------------|
| Text 14-16 | FLUM definition only – not a part of this report | n/a |
| Text 14-17 | FLUM definition only – not a part of this report | n/a |
| Text 14-18 | Include equity and resilience as considerations in the Land Use Plan Chapter | Approval |
| Text 14-19 | Updates to reflect current conditions and accomplishments | Approval |
| Text 14-20 | FLUM definition only – not a part of this report | n/a |
| Text 14-21 | Add the “Table Specifying Relationship Between Future Land Use Designations and Zoning Classifications” to the Master Plan. | Approval |
| Text 14-22 | Add text to further explain the “Force of Law” section | Approval |
| Text 14-23 | Zoning and land use principles | Modified Approval |

III. SUMMARY

A wide variety of amendments were proposed for the Land Use Plan chapter. Those concerning the Future Land Use definitions were considered along with Future Land Use Map amendments. Proposed amendments were recommended for approval when they fit within the scope of the Land Use Plan and were not repetitive of existing recommendations. Proposed amendments were recommended for modified approval if they were more appropriate for a chapter dealing with that topic and were not repetitive. Proposed amendments were recommended for denial if the text or proposal was already covered by or was not appropriate for the Master Plan.

IV. PRELIMINARY STAFF RECOMMENDATION²

See the table immediately preceding the Summary for staff recommendations.

V. TEXT AMENDMENT RECOMMENDATION

Include the staff recommended Chapter Text with additions in **Bold & Underline** and deletions in ~~striketrough~~.

² Subject to modification by the City Planning Commission

VOLUME 2 chapter

14

LAND USE PLAN

| GOAL | | POLICIES FOR DECISION MAKERS |
|---------------|--|---|
| NEIGHBORHOODS | | |
| 1 | <i>Promote smart growth land use patterns in New Orleans and the region.</i> | <ul style="list-style-type: none"> • Preserve and support the character of successful residential neighborhoods. • Revitalize challenged neighborhoods with new development that contributes to character and new vitality. • Locate higher-density uses at existing and proposed transit stations and hubs for critical mass and locate new transit to serve higher density areas. • Make downtown a vibrant 24-hour neighborhood and commercial/entertainment district. • Convert suburban style commercial strips and malls into walkable mixed-use centers. • Create neighborhood centers with a mixture of higher-density housing, retail and other uses at neighborhood edges on underutilized industrial/commercial land and key transit hubs. • Avoid new development where new infrastructure would be required. • Take advantage of vacant land on higher ground for higher density uses. • <u>Preserve and protect environmentally sensitive land and coastal areas.</u> • <u>Maintain, protect, and expand parks and open space.</u> • Promote walkable, mixed-use environments. |
| 2 | <i>Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character.</i> | <ul style="list-style-type: none"> • Establish urban design frameworks to guide new chain store, office, and light industrial development so that it improves the public realm and fits into the urban fabric. • Preserve land for industrial uses where there are active and prospective uses. |

3***Strengthen the city's public realm and urban design character.***

- Establish design principles and standards in zoning and design guidelines for specific areas.
- Create a strategic framework to guide investments in public art and civic design including new commission, priority locations, and typologies appropriate to specific neighborhoods, for accepting, placing and maintaining public art in a way that ensures excellence and cost-effectiveness. Adopt an Artwork Donation Policy that sets specific policies and procedures for putting the framework into action.
- Expand the City's public art program
- Provide for a comprehensive review and study of all signage and billboard issues for the city.

A Introduction

New Orleans contains almost the entire continuum of contemporary land use environments — from a wildlife refuge and fishing camps, through suburban-style subdivisions and historic buildings, to modern high-rise buildings. In a broad sense, the city will continue to include these varied environments within its borders. In specific, however, there are many ways in which land use is likely to change over time.

The Land Use Plan sets forth the policy framework for the physical development of the city, providing a guide for city decision makers in directing the pattern, distribution, ~~density~~ and intensity of land uses that will, over time, best achieve the goals for livability, opportunity, and sustainability expressed throughout the Master Plan and provide sufficient land to meet demand for various land uses in the future.

- **Equity.** The Land Use Plan is the underlay for the regulatory, economic, and social pattern of the City of New Orleans development. For a city whose overall form is as recognizable as its world renown districts, the orderly use of land for private and public purpose is a critical expression of equity. The extent to which individual buildings and developments are both functional and aesthetic enhancements in all communities of our city is a direct result of both how land-use regulations are adopted toward balancing individual rights with the public good and of how they are enforced and interpreted. In New Orleans we are committed to reaching the optimal outcome within these objectives across neighborhoods of all incomes, locations and aesthetic.
- **Resilience.** One of the most critical considerations that resilient Land-Use plans must address in cities like New Orleans is finding a comprehensive approach for recovery and reoccupation of neighborhoods, retail districts, and institutional settings post-disaster. As a responsible plan for such recovery, the Land Use element of the Master Plan shall incorporate critical infrastructure systems, housing, economic investments, and public health services. The plan will also set forth a sustainable recovery management framework to increase predictability and stability in the use of resources and ensure a resilience-oriented decision-making process, as the allocation of post-recovery resources is determined and communities return to vibrancy.

The focus of this part of the Master Plan is the Future Land Use Map, which shows the categories of land uses desired over time, and their ~~densities and~~ intensities. The map reflects the land uses that correspond to the long term vision, goals and policies expressed elsewhere in the plan, and it constitutes the most direct link between the Master Plan and the Comprehensive Zoning Ordinance. It is important to note, however, that the Future Land Use Map is not a zoning map and it does not govern design or function. Highlights of the Future Land Use Map include:

- **No change in the overall existing footprint of the city.** New Orleans represents the heart of a much larger region, and focusing regional growth in the city makes sense from the perspective of environmental efficiency and smart growth.
- **Preservation of neighborhood residential character.** Prevailing character, in terms of scale, ~~and~~ massing ~~and density~~, are reinforced so that infill development must be compatible with existing patterns, while allowing flexibility to provide housing of different types and levels of affordability. Community facilities, such as schools and houses of worship, are included within residential neighborhoods, and corner businesses that meet criteria can continue to operate.
- **Mixed-use land use designations for greater flexibility in areas that would benefit.** Underutilized commercial and industrial areas and similar sites are designated as neighborhood centers and main street corridors for medium- to higher-density mixed-use areas that encourage compact, walkable, and transit-oriented development. A downtown mixed-use category sets the stage for tailoring future zoning to preserve and enhance the unique character of different parts of downtown. Larger parcels would require a site master plan, design guidelines and community process to ensure high quality development.

The Land Use Plan and the “Force of Law”

The Land Use Plan is the foundation on which the City will implement the “force of law” provisions of the 2008 amendment to the City Charter:

- All land use actions must be consistent with, or at a minimum, not interfere with, the goals, policies and strategies of the Land Use element of the Master Plan and any future amendments to the Master Plan. This includes the Comprehensive Zoning Ordinance and any other land development regulations and amendments, including preliminary or final approval of a subdivision plan, site plan, approval of a planned unit development, or a similar site-specific development plan.
- The Master Plan may not be amended more than once a year and the amendment processes by the CPC and the City Council must include opportunities for public comment.
- The City Council is required to provide funding for activities designed to ensure consistency between the Master Plan, zoning and land use actions.

Is every idea in the Master Plan subject to “Force of Law?”

“Force of law” for the Master Plan means that land use actions must be consistent with, or not interfere with, the Land Use Plan included in this Master Plan (Chapter 14). That said, some of the ideas in Chapters 5 through 13 of the Master Plan (covering topics like Transportation, Neighborhoods and Housing and Green Infrastructure) may require actions that must be consistent with the Land Use Plan. Others would call for strategies and actions that go well beyond land use actions. Such ideas - the ones that go beyond land use actions -- are in the Master Plan as *recommendations*, not certainties or directives.

Administration of the Land Use Plan

1. Administrators

The Executive Director of the City Planning Commission, or the Director’s designee, shall have the following authority, pursuant to this Master Plan:

- A. To make final decisions on minor map adjustments to the Future Land Use Map.
- B. To make final decisions on interpretations of the Future Land Use Map

The City Planning Commission shall have the following authority, pursuant to this Master Plan:

- A. To make final decisions on appeals of minor map adjustments to the Future Land Use Map by the Executive Director of the City Planning Commission.
- B. To make final decisions on appeals of interpretations of the Future Land Use map by the Executive Director of the City Planning Commission.

Appeals of the City Planning Commission’s review of the Executive Director’s decision on appeals of minor map adjustments to the Future Land Use Map and interpretations of the Future Land Use Map shall be under the jurisdiction of the Orleans Parish Civil District Court.

The City Council shall have the following authority pursuant to the City Charter:

- A. To make final decisions on amendments to the Master Plan

2. Interpretation of Land Use Plan Language

As discussed above, the City Charter mandates that land use actions have the “force of law” – that they further, or at least not interfere with, the goals, policies, and guidelines of the Land Use Element, and that they be compatible with the proposed future land uses, densities, and intensities designated in the Land Use Element. Accordingly, the language of the Land Use Plan shall be interpreted in accordance with the “Interpretation of Laws” elements of the Louisiana Civil Code:

- When a law is clear and unambiguous and its application does not lead to absurd consequences, the law shall be applied as written and no further interpretation may be made in search of the intent of the Legislature. La. Civ. Code Art. 9.
- When the language of a law is susceptible of different meanings, it must be interpreted as having the meaning that best conforms to the purpose of the law. La. Civ. Code Art. 10.
- The words of a law must be given their generally prevailing meaning. Words of art and technical terms must be given their technical meaning when the law involves a technical matter. La. Civ. Code Art. 11.

- When the words of a law are ambiguous, their meaning must be sought by examining the context in which they occur and the text of the law as a whole. La. Civ. Code Art. 12.
- Laws on the same subject matter must be interpreted in reference to each other. La. Civ. Code Art. 13.

3. “Force of Law” Consistency Determinations

Louisiana Civil Code Article 13 – providing that laws on the same subject matter must be interpreted in reference to each other – is especially important with respect to consistency determinations. It may be tempting to pull out isolated passages from the Land Use Element in arguing that a particular proposal is consistent with the Master Plan. However, Article 13 makes clear that in order to be deemed consistent, a proposal must be evaluated against all of the relevant language of the Land Use Element. For example, relying on broad, non-specific language describing a land use goal cannot be sufficient to establish consistency if the proposal is not compatible with the specific language describing the Future Land Use Category that applies to the site.

In this respect, the Future Land Use Category descriptions – found in Section C of this Chapter – are probably the most important language in the Land Use Element for consistency determinations because they speak directly to the specific places in which projects will be proposed. Unlike the other provisions of the Land Use Element, the Future Land Use Category descriptions establish specific land use goals for each part of the city, delineate the specific uses permitted in these areas, and define the desired development character for each category. In short, the Future Land Use Category descriptions essentially define what consistency means for each category. As a general rule of thumb, if a proposal is not compatible with the Future Land Use Category description for a specific location, the proposal is not consistent with the Master Plan.

nterfere with, the goals, policies, and guidelines of the Land Use Element, and that they be compatible with the

The Neighborhood Character Studies in the Land Use Plan

~~A set of neighborhood character studies was created to identify commonalities and differences in the physical character of areas across the city, focusing on more than architectural style to include street organization and size, scale and massing, orientation to the street, and similar urban design features. These neighborhood character studies will inform design strategies and guidelines for infill and other development, decisions about demolition, and the place-based approach of the new zoning ordinance under development. (See Volume 3 for the complete Neighborhood Character Study.)~~

The Urban Design Framework in the Land Use Plan

The Land Use Plan in Volume 2 includes a set of general urban design principles to guide future development in the city. These principles are intended to provide property owners and the public guidance on desired characteristics of new development. They focus on the “public realm,” the streets and other public spaces in the city, and on the aspects of private development that affect our experience of the public realm—for example, how parking is located in relation to pedestrians and building façades. According to the 2008 charter amendment, land use actions must be generally consistent with these urban design principles. Consistent themes within these urban design principles include:

- Design public spaces and the interface between private and public spaces to be pedestrian-friendly.
- Manage the impacts of parking on public streets and surrounding neighborhoods.
- Encourage lively ground-floor uses in downtown and commercial districts.
- Establish gradual transitions between small-scale and larger-scale development.
- Ensure harmonious infill by strategies such as respecting scale and massing; maintaining the street wall or setbacks; complementing established rhythms of windows, doors, porches, bay windows, or similar elements.

- Design new neighborhoods by integrating them into existing street grids; establishing transitions in scale and density from surrounding areas; providing usable open space; providing clusters of ground floor retail; establishing development-specific guidelines about building appearance, streetscape, signage, utilities, parking, landscape, sustainability, and materials.

General Zoning Principles in the Land Use Plan

The Land Use Plan in Volume 2 contains a set of objectives and principles connecting the themes in the Master Plan to the ~~new~~ Comprehensive Zoning Ordinance (CZO) ~~that is under development~~. Three overall zoning objectives are:

- Reinforce the physical character of New Orleans while striking a balance between the need to preserve and the need to innovate and grow. The ~~new~~ CZO ~~will be~~ is divided into “places” based on the existing or desired character for an area.
- The purpose and intent of each zoning district ~~will~~ make s clear what type of development would be expected, consistent with the master plan policies and future land use map, setting standards for location, size, shape and character of new development and how developments fit together.
- The ~~new~~ CZO ~~will be~~ should be maintained as predictable, understandable and enforceable.

Summary of Land Use Strategies and Actions

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

| GOAL | STRATEGY | ACTIONS |
|--|---|--|
| 1. Promote smart growth land use patterns in New Orleans and the region. | 1.A. Preserve the overall character of existing residential areas. | <p>1. Create an efficient residential land use pattern that addresses the location and intensity of residential development, while ensuring housing affordability and choice.</p> <p>2. Ensure housing affordability and choice.</p> <p>23. Revise-Maintain zoning districts to better that reflect the city's established development patterns. Development patterns in areas built before World War II differ from those in areas developed after the war.</p> <p>34. Integrate-Continue to refine development standards into district regulations that preserve established building character in terms of scale, massing, and placement, but allow for housing of different types and levels of affordability.</p> <p>45. Revitalize challenged neighborhoods with new development that contributes to character and new vitality.</p> <p>56. Promote infill development on vacant lots in existing neighborhoods.</p> <p>67. Ensure that infill buildings fit in harmoniously in existing neighborhoods, but do not require them to copy existing architecture.</p> <p>78. Ensure that new housing built within established neighborhoods is compatible with the scale and character of existing development.</p> <p>89. Establish appropriate transitions between high-impact, medium-impact, and low-impact development.</p> <p>910. Ensure that multifamily housing is sensitive to neighborhood context.</p> <p>4011. Create design and development standards for multifamily districts to assure compatibility with larger residential neighborhoods around them.</p> <p>4412. Respect the scale and massing of buildings in historic areas and other areas where existing scale should be preserved.</p> <p>4213. Coordinate zoning districts with local historic designations in order to eliminate conflicts and inconsistencies.</p> <p>4314. In revitalization areas, extend the positive qualities of existing adjacent neighborhoods into new developments.</p> |
| | 1.B. Promote walkable, mixed-use environments and transit-oriented development. | <p>1. Create land use categories that allow for a mixture of uses, including residential, retail, and office uses. (See Mixed-Use land use category descriptions and the Future Land Use map.)</p> <p>2. Create zoning districts for mixed-use development of various scales from lower- to higher-density development.</p> <p>3. Preserve successful existing mixed-use commercial areas.</p> <p>4. Convert suburban-style commercial strips and malls into walkable mixed-use centers.</p> <p>5. Locate mixed-use neighborhood centers with higher-density housing, retail, and other uses on neighborhood edges to draw customers within walking and biking distance of residences.</p> <p>6. Locate higher-density uses at existing and proposed transit stations and hubs for critical mass; locate new transit service to serve higher-density areas.</p> <p>7. Design mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or industrial parcels.</p> <p>8. Integrate large mixed-use sites into the surrounding street grid.</p> <p>9. Establish transitions in scale and density from surrounding areas.</p> |

 FIRST FIVE YEARS: 2010–2014

 MEDIUM TERM: 2015–2019

 LONG TERM: 2020–2030

| GOAL | STRATEGY | ACTIONS |
|--|--|---|
| 1. Promote smart growth land use patterns in New Orleans and the region. | 1.B Promote walkable, mixed-use environments and transit-oriented development. | 10. Provide areas with clusters of ground-floor retail and service uses with residential uses above in mixed-use centers. |
| | | 11. For large mixed-use sites, create development-specific design guidelines that address building appearance, streetscape, signage and utilities, parking design, landscape, sustainability, and materials. |
| | | 12. Provide usable and well-designed open space in mixed-use areas. |
| | | 13. Take advantage of opportunities for high density uses in developing vacant land on higher ground, and in areas where building can be flood resistant. |
| | | 14. Diversify New Orleans' housing stock in new residential development. Ensure that zoning districts provide an appropriate amount of land area and locations to accommodate housing of different types and affordability levels. |
| | 1.C Preserve existing, and create new parks and public spaces. | 1. Ensure that land use categories provide areas for parks and open space. (See Parkland and Open Space land use category description and the Future Land Use map.) |
| | | 2. Provide for parkland and open spaces to meet the needs of residents. Ensure a balance of passive and active recreational uses in public spaces, regional parks and in the citywide park system. |
| | | 3. Reclaim the river and lake waterfronts for lively public spaces. |
| | | 4. Require, where appropriate, contributions to a network of open spaces through the development-approval process or requirements. |
| | | 5. Accommodate riverfront open space to support the Reinventing the Crescent Plan. |
| | | 6. Require usable open spaces on or off site for new residential units created downtown. |
| | 1.D Preserve and protect environmentally sensitive land and coastal areas. | 1. Ensure a land use category that provides protection for environmentally sensitive and coastal land. (See Natural Areas land use category description and the Future Land Use map.) |
| | | 2. Protect environmentally sensitive areas, such as wetlands, from adverse impacts to enhance the city's water-storage capacity during storms and increase protection against storm surges. |
| | | 3. Protect and provide open spaces appropriate to conserving-conserve the region's natural resources and meeting the needs of its residents. |
| | | 4. Prohibit drainage of remaining wetlands for building except by special permit with mitigation that requires an opinion by the City Office of Coastal and Environmental Affairs, or establish a local wetlands ordinance to regulate impacts on wetlands. |
| | | 5. Protect certain environmentally sensitive areas while still allowing limited residential, commercial or industrial uses with a review process. |
| | 1.E Adopt sustainable land use and zoning practices. | 1. Promote the use of water conservation and innovative stormwater-management techniques in site planning and new construction. |
| | | 2. Encourage, and in some cases require, sustainable stormwater-management practices, scaled to the size and character of the site. Current techniques include bioswales, green roofs, and landscaped islands in parking lots that are designed to absorb stormwater. |
| | | 3. Avoid new development where it would require creation of new infrastructure. |
| | | 4. Outside of existing residential areas, make residential uses a priority use for higher ground. |
| | | 5. Preserve land for transportation and drainage rights of way where needed, including rail, multiuse paths (for biking and walking), and canals and water-storage opportunities. |
| | | 6. Reduce greenhouse gas emissions by promoting the use of alternative energy systems (in the CZO) and increasing transportation choice. |
| | | 7. Increase access to healthy food at a lower environmental cost by supporting the production, processing and distribution of locally grown food. |
| | | 8. Allow community gardens and urban agriculture in appropriate locations. |
| | | 9. Reduce the urban heat island effect by designing new development in ways that minimize reflective flat surfaces. |

| | | | |
|--|--|---|--|
| | | <div>10. IncludeContinue to explore parking alternatives, such as shared lots, <u>public parking lots near popular commercial areas</u>, and parking space maximums, to reduce the amount of paved surface in new development.</div> <div>11. EstablishMaintain standards that address the number of bicycles to be accommodated for various land use categories.</div> | |
|--|--|---|--|

 **FIRST FIVE YEARS: 2010–2014**
 **MEDIUM TERM: 2015–2019**
 **LONG TERM: 2020–2030**

| GOAL | STRATEGY | ACTIONS |
|---|--|--|
| <p><u>2.</u> Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character.</p> | <p><u>2.A</u> Preserve land for large employers.</p> | <p><u>1.</u> Provide land use categories that encourage office development. (See General Commercial and Business Center land use categories descriptions and the Future Land Use map.)</p> |
| | | <p><u>2.</u> Create new and strengthen existing districts that accommodate large office, medical, and educational employment centers, without significant impact on residential components.</p> |
| | | <p><u>3.</u> Allow mixed-use development in campus districts.</p> |
| | | <p><u>4.</u> Institute planned development review for larger new projects to better integrate them into their context.</p> |
| | | <p><u>5.</u> Attract new employers by creating a positive image through appropriate development standards.</p> |
| | | <p><u>6.</u> Include new landscaping standards to buffer incompatible uses, screen parking lots and outdoor storage areas, and improve the appearance of sites and street frontage.</p> |
| | | <p><u>7.</u> Incorporate a design-review process that informs both the developer and the neighbors of community design standards and operational concerns.</p> |
| | <p><u>2.B</u> Preserve land for industrial uses where there are active and prosperous industrial uses.</p> | <p><u>1.</u> Ensure that land use categories allow for industrial uses. (See Industrial land use category description and the Future Land Use map.)</p> |
| | | <p><u>2.</u> Create a more stable investment climate by reducing conflicts both within industrial districts and between adjacent non-industrial districts.</p> |
| | | <p><u>3.</u> Refine the industrial-district-use lists so that uses appropriate to the desired intensity and market orientation of the industrial district are permitted, rather than requiring a conditional use or text amendment.</p> |
| | | <p><u>4.</u> Provide appropriate locations for business and light industrial facilities in settings attractive and accessible to visitors and employees.</p> |
| | | <p><u>5.</u> Accommodate a range of industrial development, including standards for research and light industrial/office parks.</p> |
| | | <p><u>6.</u> Provide appropriate locations for warehousing, distribution, storage, and manufacturing.</p> |
| | | <p><u>7.</u> Review performance standards for industry in establishing uses and evaluating impacts near residential areas.</p> |
| | <p><u>2.C</u> Promote clustering of neighborhood retail and services and avoid long corridors of low-density commercial development.</p> | <p>Apply a land use category that allows for and encourages smaller, neighborhood-oriented retail establishments. (See Neighborhood Commercial land use category description and the Future Land Use Map.)</p> |
| | | <p>Encourage small-scale neighborhood commercial uses within residential neighborhoods.</p> |
| | | <p>Tailor commercial zoning districts to the form, function, and use of various commercial areas.</p> |
| | | <p>Revise the current commercial district structure so that district standards are responsive to a district's purpose and desired character.</p> |
| | | <p>Create a commercial district specifically designed to accommodate and encourage pedestrian-oriented, walkable, shopping environments.</p> |
| | | <p>Create standards within the zoning ordinance for small local business districts located within predominantly residential areas.</p> |
| | <p><u>2.D</u> Make downtown a vibrant 24-hour neighborhood and commercial/entertainment district.</p> | <p>Ensure that land use categories specific to downtown are used to encourage a 24-hour live, work, and play environment. (See Downtown land use categories descriptions and the Future Land Use map.)</p> |
| | | <p>Consolidate downtown zoning districts to better reflect the mix of places identified in the Master Plan.</p> |
| | | <p>Support downtown's economic potential with a commercial district geared to the needs of business.</p> |
| | | <p>Support downtown's vitality by creating a mixed-use district that encourages the reuse of existing structures and compatible infill construction and that is characterized by a mix of office, retail, institutional, and residential uses.</p> |
| | | <p>Support appropriate development adjacent to the Superdome and convention center.</p> |
| | | <p>Support the demand for mid- to high-rise residential development and make appropriate transitions to the surrounding neighborhoods.</p> |
| | | <p>Support clustered development of museums and cultural venues by creating a zoning district for these uses and supporting retail and visitor services that promote the arts.</p> |

 **FIRST FIVE YEARS:** 2010–2014

 **MEDIUM TERM:** 2015–2019

 **LONG TERM:** 2020–2030

| GOAL | STRATEGY | ACTIONS |
|--|---|---|
| Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character. | <u>2.D</u> Make downtown a vibrant 24-hour neighborhood and commercial/entertainment district. | <p>Encourage higher-density development around a well-organized urban form.</p> <p>Establish Poydras Street and Loyola Avenue as the "spine" of the CBD, serving as the corridors of highest-intensity development.</p> <p>Create active, attractive street corridors that promote multimodal connections between different areas of the CBD, accommodate transportation access and parking demand, and promote a high level of pedestrian traffic and pedestrian amenity.</p> <p><u>Create a modern wayfinding systems that enhances the ability of visitors to find their way around downtown design in a way that can be easily expanded throughout the City.</u></p> |
| <u>3.</u> Strengthen the city's public realm and urban design character. | <u>3.A</u> Provide guidance on desired characteristics of new development to property owners and the public. | <p><u>1.</u> Establish appropriate transitions between high-impact, medium-impact, and low-impact development.</p> <p><u>2.</u> Establish transitions and buffers from retail to surrounding residential areas.</p> <p><u>3.</u> Re-knit the urban fabric by introducing safe and attractive pedestrian and bicycle routes, better lighting, landscaping and public art to reduce barriers created by highways and arterial roads.</p> <p><u>4.</u> Expand New Orleans' tradition of lively pedestrian streets to all neighborhoods.</p> <p><u>5.</u> Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to transit stops; and to encourage walking, biking and public transit use for employment and other travel around the city.</p> <p><u>6.</u> Provide for bicycles lanes, routes and parking.</p> <p><u>7.</u> In downtown, establish gradual transitions between small-scale and larger-scale buildings.</p> <p><u>8.</u> Limit extensive office uses on ground floors in favor of more lively uses, where feasible.</p> <p><u>9.</u> Manage the impacts of parking structures by lining their street-facing sides with active uses.</p> <p><u>10.</u> Manage the impacts of surface parking by <u>screening and</u> locating, where feasible, parking in the rear of developments.</p> <p><u>11.</u> <u>Using DDD's Lafayette Square / Upper CBD refined height study as a guide, adopt clear and predictable building height limits for that portion of the Central Business District as part of the new Comprehensive Zoning Ordinance. Ensure compatibility of land use regulations in the places established by the Master Plan.</u></p> |
| | <u>3.B</u> Promote sustainability. | <p><u>1.</u> Include parkway tree-planting requirements.</p> <p><u>2.</u> Require parking lot landscaping that shades the surface with tree cover to reduce the heat-island</p> <p><u>3.</u> Incorporate building elements that improve energy efficiency.</p> <p><u>4.</u> Incorporate passive heating and cooling mechanisms into the design of building wherever possible.</p> <p><u>5.</u> On buildings that are raised for flood-protection purposes, clad areas below floor level to create a consistent street wall.</p> <p><u>6.</u> Create building-siting guidelines for larger developments to allow for passive solar systems.</p> |
| | <u>3.C</u> Create a <u>strategic framework to guide investments in public art and civic design including new commissions, priority locations, and typologies appropriate to specific neighborhoods for accepting, placing and maintaining public art in a way that ensures excellence and cost-effectiveness.</u> | <p><u>1.</u> Adopt an Artwork Donation Policy for the city that sets specific policies and procedures for all aspects of accepting, installing and maintaining public art.</p> <p><u>2.</u> Establish expanded maintenance criteria by encouraging placement of donated public art according to the City's "Policy Guidelines for Donations of Artwork," involving the Donation Process Review Committee as identified in the Arts Donation Policy.</p> |
| | | <u>3. Establish a Master plan for Public Art and Civic Design.</u> |

| | | |
|--|---|---|
| | <u>3.D Expand City's public art program.</u> | <p><u>1. Explore potential amendments to improve the Percent for Art Ordinance.</u></p> |
| | | <p><u>2. Streamline processes and tools necessary for identifying, planning and implementing new public art and civic design projects, and for reviewing and approving projects proposed by developers that are instigated through percent for art requirement.</u></p> |
| | | <p><u>3. Strengthen the relationship between the City and the arts and cultural community to help secure additional funding for public art, and to provide opportunities to access and participate in artistic and cultural events and offerings.</u></p> |
| | <u>3.E Provide for a comprehensive review and study of all signage and billboard issues for the city.</u> | <p><u>1. Utilize results of the study to inform revisions to the CZO to see to reduce visual intrusions to the urban landscape and to ensure design compatibility.</u></p> |

B Setting the Direction for Future Land Use: Guidelines and Placemaking Principles

The Future Land Use Map was created to reflect the vision, principles, goals, policies and recommendations of the *Plan for the 21st Century: New Orleans 2030*. It shows a distribution and geographical pattern of land uses that balances the desired persistence of many existing land uses ~~and densities~~ with land use changes that express the smart growth goals of the Master Plan.

| FUTURE LAND USE GENERAL GUIDELINES | |
|--|--|
| PRESERVE | |
| Preserve the overall character of existing residential areas. | |
| Preserve environmentally sensitive areas, such as wetlands, from adverse impacts to enhance the city's water storage capacity during storms and increase protection against storm surge. | |
| Preserve existing successful mixed-use commercial areas. | |
| Preserve land for transportation and drainage rights of way where needed, including rail, multiuse paths (for biking and walking), and canals and water storage opportunities. | |
| Preserve and expand parks and public spaces <u>and- ensure a balance of passive and active uses.</u> | |
| Preserve land for industrial uses where there are active and prospective industrial uses. | |
| PROMOTE | |
| Promote infill development on vacant lots in existing neighborhoods. | |
| Promote redevelopment of commercial strips into walkable mixed-use centers. | |
| Prioritize higher ground for new residential uses outside of existing residential areas. | |
| Cluster higher-density new development near transit stations. | |
| Promote clustering of neighborhood retail and services rather than long, low-density commercial corridors. | |
| Diversify New Orleans' housing stock in new residential development. | |
| <u>Promote affordable housing choices.</u> | |
| LOCATE | |
| Establish appropriate transitions between high impact, medium impact and low impact development. | |
| Locate mixed-use neighborhood centers on neighborhood edges to draw customers within walking and biking distance of residences. | |
| Avoid long corridors of low-density commercial development. | |
| Locate higher density land uses <u>and affordable housing</u> near transit stops. | |

Placemaking and Land Use

Cities are a series of places—neighborhoods, shopping districts, employment centers—each with a mix of land use, physical forms, and connective tissue that creates a unique character and identity. Along with the Master Plan vision of livability, opportunity and sustainability, these places create the context, first for future land use policy, and second, for the designation of zoning districts. How well this Master Plan and two of its most powerful implementation tools, the zoning ordinance and the capital improvement program, are used to make the kinds of places that New Orleanians want to either preserve into the future or create new for the future, will be one measure of the plan's success.

Placemaking informs land use and zoning by using policies and future public investments to organize land uses, their form and character; to infuse them with cultural values; and to provide for economic

opportunity—all in the service of achieving desired places. This approach is particularly well-suited to the opportunities and challenges in this Master Plan:

- Many neighborhoods with well defined and complex physical character that residents wish to preserve
- The need for appropriate guidance for the opportunity sites, so they can express their own time in new development yet fit gracefully into older contexts
- Clarity about what kinds of investments are appropriate in use, form and location, so that neighbors and the development community have a stronger foundation to reach agreement
- Creating the conditions for walkability, integrated land use and transportation, and sustainability
- Providing the context for application of the master plan's urban design principles.

Places are distinguished by their infrastructure skeleton—transportation routes, water and sewer lines—the land use pattern that hangs on the skeleton, and the blend of building types and forms that flesh it out. The way places are configured and designed creates an environment that encourages or discourages certain kinds of human action. Design can promote a variety of activities and options, or it can constrain and channel activities. A place without sidewalks or paths has few walkers. Every desired place is a synthesis of its land use pattern with that pattern of physical development that, today, is conditioned by zoning. Using land use and zoning to create place organizes components of the master plan to attain the community's vision at a citywide and neighborhood scale.

While a “sense of place” is more than the “form of the place,” if the form of place is not well managed, the sense of place will never occur. Consider the types of places found in any community—a center, neighborhoods, a commercial highway, or an industrial park. Thoughtful linkage between planning and zoning can establish or potentially transform the character of each of these places to reflect desired scale of development, pattern of property ownership, function and modes of travel.

Each of the places that makes New Orleans today and is desired in the future includes a group of land uses, building types, and formal character working together to accommodate a variety of life's daily functions—living, working, playing, learning—in a manner which reflects the local culture, historical form, attitudes and values of that place. For example, one type of place is made up of a mix of one-, two- and up to four-unit residences often commingled with adjacent commercial uses, either as corner stores or small shopping blocks. Such places also have limited off-street parking opportunities, often contain buildings located close to the street and have limited private open space. The future land use and associated zoning of the New Orleans Master Plan is designed to integrate form and use, scale and massing, defining the way that the realm of private property owners frames the public realm of streets, parks and other public spaces so that this public realm becomes a desirable place for people to be and to gather.

C Future Land Use Categories

Note: Recommended amendments to this section are shown in the Future Land Use Text Amendments Staff Report dated Jan. 9, 2017.

(See Future Land Use maps at the end of this chapter.)

Residential

RESIDENTIAL SEMI-RURAL SINGLE-FAMILY

Goal: Provide for single-family residential development that preserves existing semi-rural character in areas like Lower Algiers (Planning District 13).

Range of Uses: Single-family dwellings. Cluster development that preserves open space is preferred. Supporting public recreational and community facilities are also allowed.

Development Character: Large-lot single-family new development will have a minimum lot area of 2 acres per dwelling unit. Cluster development may result in increased densities on individual lots, but when taken with preserved open space, the overall density will not exceed one dwelling unit per 2 acres.

RESIDENTIAL HISTORIC CORE

Goal: Preserve the character and scale of 18th through mid-20th Century residential areas and allow for compatible infill development.

Range of Uses: Single- and two-family residences, townhomes and small multifamily structures. Neighborhood-serving businesses and traditional corner stores may be allowed where current or former commercial use is verified. Supporting public recreational and community facilities allowed (e.g., schools and places of worship).

Development Character: The density, height, and mass of new development will be consistent with the character and tout ensemble of the surrounding historic neighborhood. A variety of types and sizes of development may be appropriate.

RESIDENTIAL PRE-WAR SINGLE-FAMILY

Goal: Preserve the existing character and scale of pre-war (WWII) single-family residential areas of the city and allow for compatible infill development.

Range of Uses: Single-family dwellings and supporting public recreational and community facilities allowed (e.g., schools and places of worship).

Development Character: New development will fit the character and scale of surrounding single-family residential areas where structures are typically located on smaller lots and have small front and side setbacks. Maximum density of 15 units/acre.

RESIDENTIAL POST-WAR SINGLE-FAMILY

Goal: Preserve the existing character and scale of low density single-family residential in post-war (WWII) areas of the city and allow for compatible infill development.

Range of Uses: Single-family dwellings and supporting public recreational and community facilities allowed (e.g., schools and places of worship).

Development Character: New development will fit with the character and scale of surrounding neighborhoods where single- and two-family residential structures are typically set back away from the street on larger lots than in older, pre-war neighborhoods. Maximum density of 10 units/acre.

RESIDENTIAL PRE-WAR LOW DENSITY

Goal: Preserve the scale and character of pre-war (WWII) residential neighborhoods of lower density where the predominant use is single and two-family residential and allow for compatible infill development. Discourage the development of additional multifamily housing that is out of scale with existing character.

Range of Uses: New development generally limited to single or two-family dwellings, and preservation of existing multi-family buildings. Businesses and traditional corner stores may be allowed where current or former commercial use is verified. Supporting public recreational and community facilities (e.g., schools

and places of worship) also allowed. Conversion to multifamily may be allowed for certain existing historic institutional, commercial or other non-residential buildings.

Development Character: New development will fit with the character and scale of surrounding residential neighborhoods where structures are typically located on smaller lots and have minimal front and side setbacks. Maximum density of 24 units/acre.

RESIDENTIAL POST-WAR LOW DENSITY

Goal: Preserve the scale and character of post-war (WWII) residential neighborhoods of lower density where the predominant use is single and two-family residential lots and allow for compatible infill development.

Range of Uses: New development is generally limited to single-family dwellings, with two-family and town home development allowed where it currently exists or formerly existed. Supporting public recreational and community facilities (e.g., schools and places of worship) are also allowed. New two-family dwellings and town home developments may be allowed in planned communities. Conversion to multifamily may be allowed for certain existing historic institutional, commercial or other non-residential buildings.

Development Character: New development will fit with the character and scale of surrounding neighborhoods where single- and two-family residential structures are typically set back away from the street on larger lots than in older, pre-war neighborhoods. Maximum density of 20 dwelling units per acre.

RESIDENTIAL PRE-WAR MEDIUM DENSITY

Goal: Preserve the character and scale of pre-war (WWII) residential areas that currently have a variety of housing types and sizes and allow for compatible infill development.

Range of Uses: Single- and two-family residences, townhomes and small multifamily structures. Businesses and traditional corner stores may be allowed where current or former commercial use is verified. Supporting public recreational and community facilities allowed (e.g., schools and places of worship).

Development Character: New development will conform to the general character and scale of surrounding neighborhoods. A maximum of 36 dwelling units/acre allowed. These areas are primarily located along major roadways, often with bus or streetcar service—existing or planned—that can support higher densities.

RESIDENTIAL PRE-WAR MULTIFAMILY

Goal: Preserve the character and scale of existing multifamily residential areas in older areas of the city and encourage new multifamily development at nodes along transit routes that can support greater densities.

Range of Uses: Multifamily residential structures allowed. Limited neighborhood-serving commercial uses on the ground floor allowed.

Development Character: Maximum of 100 dwelling units/acre. Taller high-rise structures could be allowed where appropriate with design guidelines.

RESIDENTIAL POST-WAR MULTIFAMILY

Goal: Preserve the character and scale of existing suburban multifamily residential areas and encourage new multifamily development at nodes along potential mass transit routes or major city roadways that can support greater densities.

Range of Uses: Mixed single- and two-family units, and multifamily residential structures allowed. Limited neighborhood-serving commercial uses on the ground floor allowed.

Development Character: Maximum of 36 units/acre. Design guidelines and landscaping requirements required to encourage walkability and allow for proper transition to surrounding single-family and low density neighborhoods.

Commercial / Industrial

NEIGHBORHOOD COMMERCIAL

Goal: Provide areas for small-scale, neighborhood-oriented commercial development that enhances the pedestrian character and convenience of neighborhoods by allowing commercial establishments in select locations within walking distance to surrounding residential areas.

Range of Uses: Retail and professional service establishments serving local neighborhood area residents. Common uses include small groceries, restaurants, barber shops/salons, clothing boutiques, banks, pharmacies, and small health professional offices. Conversion to multifamily may be allowed for certain existing historic institutional, commercial or other non-residential buildings.

Development Character: Buildings are oriented to the sidewalk (parking in rear where possible) with maximum heights related to the character of the street. Landscape requirements for parking lots facing the street.

GENERAL COMMERCIAL

Goal: Increase the availability of retail services and amenities (and increase retail tax base) within the City of New Orleans, especially in areas that are currently underserved by retail, with existing and new medium- and large-scale commercial establishments and shopping centers.

Range of Uses: Larger commercial structures including shopping and entertainment centers typically anchored by large supermarkets, department stores or big-box style establishments with supportive chain retail and surface or structured parking.

Development Character: Structures oriented to the street where possible to encourage both pedestrian and automobile traffic. Sites are limited to accessible locations along major city roadways or highways with minimal negative impact on surrounding residential areas, often in proximity to transit.

DOWNTOWN EXPOSITION

Goal: To provide areas of downtown that will house and support high-volume visitor traffic at major trade and spectator venues including the Convention Center and Superdome.

Range of Uses: Convention center, sports/entertainment arenas/complexes and supporting uses such as hotels, and office space within the CBD.

Development Character: The scale (height and massing) of new development will vary depending on location and proximity to historic districts.

BUSINESS CENTER

Goal: Provide areas to serve as regional employment centers outside of the Central Business District.

Range of Uses: Professional office and/or light industrial parks (warehouse, distribution and storage centers). Large retail centers are not permitted but supportive retail is allowed.

Development Character: Structures often in “business park” settings, typically with surface parking. Landscaping and buffers required, particularly when proximate to residential areas.

INDUSTRIAL

Goal: Retain land to further strengthen port activity, maritime-related activities, manufacturing and other uses that provide jobs and opportunities for New Orleans’ residents.

Range of Uses: Heavy manufacturing, maritime uses, water treatment and transfer and large warehousing/distribution facilities.

Development Character: Often located near rail and highway infrastructure, massing and bulk will vary depending on location, however, proper buffers/standards required, particularly when abutting residential neighborhoods.

Mixed-Use

MIXED-USE HISTORIC CORE

Goal: Increase convenience and walkability for neighborhood residents and visitors within and along edges of historic core neighborhoods.

Range of Uses: A mixture of residential, neighborhood business, and visitor-oriented businesses. Uses may be combined horizontally or vertically, and some structures may require ground floor retail with residence or offices on upper floors. In some areas where current or former industrial use is verified, existing buildings may be appropriate for craft and value added industry.

Development Character: The density, height, and mass of new development will be consistent with the character and tout ensemble of the surrounding historic neighborhood. Appropriate transitions will be provided to surrounding residential areas.

MIXED-USE MARITIME

Goal: Preserve and provide areas for maritime-related residential and commercial uses east of Chef Pass on properties adjacent to Chef Menteur Highway in Lake St. Catherine (Planning District 11), along a certain portion of the Mississippi River Gulf Outlet near Interstate 510, and around harbors along Lake Pontchartrain.

Range of Uses: Single-family residential, fishing camps and boathouses, marinas, yacht clubs, maritime associations, community sailing, maritime-related businesses and supporting commercial uses. New development shall only be permissible in accordance with State regulations.

Development Character: Scale (height and massing) and allowed uses to match existing character of surrounding areas.

MIXED-USE LOW DENSITY

Goal: Increase neighborhood convenience and walkability within and along edges of neighborhoods with low density residential and neighborhood-serving retail/commercial establishments.

Range of Uses: Low-density single-family, two-family and multifamily residential and neighborhood business; typically businesses in residential scale buildings interspersed with residences. Uses can be combined horizontally or vertically (ground floor retail required in certain areas). Limited light-industrial uses (craft and value added industry and passive warehousing and storage) may be allowed in some areas.

Development Character: Height/mass, and density of new development varied depending on surrounding neighborhood character.

MIXED-USE MEDIUM DENSITY

Goal: Create medium-density neighborhood centers to enhance walkability and serve as focal points within neighborhoods. Proximity to transit encouraged.

Range of Uses: Medium-density single-family, two-family and multifamily residential and commercial uses. Limited light industrial uses (craft and value added industry and passive warehousing and storage) may be allowed in some areas.

Development Character: Height/mass, and density of new development varied to ensure proper transitions to surrounding lower density residential neighborhoods. Many structures will feature ground floor retail with residences on upper floors.

MIXED-USE HIGH DENSITY

Goal: Encourage compact, walkable, transit-oriented (or transit-ready) neighborhood centers with medium-to-high density multifamily residential, office, and commercial services at key, underutilized, centrally located parcels within neighborhoods and along edges.

Range of Uses: Medium- to high-density multifamily residential, office, hotel and commercial retail.

Development Character: These areas will provide proper transitions to surrounding areas with lower

densities/heights. Many structures will require ground-floor retail with residences or offices or both on upper floors.

MIXED-USE DOWNTOWN

Goal: Support and encourage a vibrant, 24-hour live-work-play environment in the Central Business District, and provide areas to support a high density office corridor.

Range of Uses: High density office, multifamily residential, hotel, government, institutional entertainment and retail uses. No new heavy or light industrial uses allowed.

Development Character: The scale of new development will vary depending on location within the CBD and will be determined by appropriate height and massing, particularly near historic districts.



MIXED-USE DOWNTOWN CORE NEIGHBORHOOD

Goal: Encourage and support a compact, walkable, transit-oriented, mixed-use neighborhood at the core of the city.

Range of Uses: A mix of residential, office, commercial, hotel, retail, and service uses.

Development Character: The scale of new development will vary depending on location, with taller development generally encouraged along the edges of the CBD and new development that is sensitive to the scale of the neighborhood encouraged within the interior of the area.

MIXED-USE HEALTH/LIFE SCIENCES NEIGHBORHOOD

Goal: Provide areas for hospitals, offices, supportive retail and residential uses to create a vibrant neighborhood center with job growth in the medical care and research sectors.

Range of Uses: Hospitals, offices, residential (single-family, two-family, and multifamily along major corridors), and supporting neighborhood retail/services.

Development Character: The scale of new development will vary depending on location and will be determined by the appropriate height and massing. Special attention needed to ensure appropriate transitions from higher density corridors (e.g., Tulane Avenue) to surrounding historic, low density neighborhoods.

PLANNED DEVELOPMENT AREA

Goal: Allow for the potential development of large underutilized or underdeveloped parcels that are completely within the external levee protection system and only in areas that do not contain sensitive wetland environments.

Range of Uses: Single-family, two-family and multifamily residential, recreational, commercial or industrial uses dependent on formal planning process. Cluster development that preserves open space is preferred.

Development Character: The type and scale of new development would be determined through a multitiered planned development process that would require community input and city approval. Large-scale, coordinated development with appropriate transitions to surrounding uses and neighborhoods is preferred.

Institutional

INSTITUTIONAL

Goal: Preserve and enhance existing large-scale institutions such as health care, education (colleges and universities), detention centers and other facilities.

Range of Uses: Hospitals, colleges, universities, military and public detention facilities with large campus-like facilities. Smaller-scale, local houses of worship, public and private schools, police and fire stations, emergency and community centers are included in residential, commercial and mixed-use areas, as they are essential components of neighborhood life.

Development Character: Large-scale, coordinated campus development with appropriate transitions to surrounding uses and neighborhoods.

Open Space and Recreation

NATURAL AREAS

Goal: Retain and preserve natural areas and wetlands resources for storm water storage, conservation, public enjoyment, and for protection of coastal resources.

Range of Uses: Open space and active recreation that do not have adverse impacts on wetlands and natural areas. (Other uses may be allowed with conditional permit and restoration requirements.)

Development Character: No structures except those necessary to support the principal use.

PARKLAND AND OPEN SPACE

Goal: Provide areas for parks, recreational facilities and open space networks owned by public or semi-public entities while offering the opportunity to utilize such spaces for stormwater management measures.

Range of Uses: Parks, playgrounds, recreation facilities and athletic fields; neutral grounds and passive open spaces, rain gardens, bioswales and other stormwater management measures.

Development Character: Ranges from programmatic parks and indoor and outdoor recreational areas to preserved open space, with the opportunity to provide for stormwater management measures.

CEMETERY

Goal: Preserve and provide areas for cemeteries.

Range of Uses: Cemeteries

Development Character: Cemeteries and accessory buildings.

Transportation

TRANSPORTATION

Goal: Retain and enhance areas for transportation infrastructure and services.

Range of Uses: Airports (Lakefront Airport), train yards, ferry terminals and city-owned parking facilities, and supporting office and low-intensity storage/warehouse uses.

Development Character: Massing and bulk will vary depending on location, however landscaping and buffering standards are required, particularly where abutting residential neighborhoods.

D Future Land Use by District

(See district level Future Land Use maps at the end of this chapter.)

The changes below highlight many of the ~~proposed modifications to~~ land use classifications by planning district. Although category names have been modified since the 1999 adopted land use map, as mentioned earlier in this chapter, the vast majority of the city retains its existing land use and built character, scale and massing including nearly all existing single-family, and single- and two-family residential neighborhoods, established neighborhood and general commercial corridors and centers, and employment centers located in downtown and industrial areas. Modified land uses are largely found in underutilized, blighted or vacant areas of the city where change of use will enable the city to grow more sustainably (mixed-use, walkable, transit oriented/ready environments), and bring back an increased retail and business tax base.

Planning District 1A

Existing land uses within the Central Business District essentially remain, however new use categories were created to better define subarea priorities and purposes. These include:

- **Mixed-Use Downtown:** High density, high-rise office, retail and residential districts in the CBD that balance economic growth, urban design and residential opportunity and further facilitate the creation of a vibrant, transit-oriented, 24-hour community. Particular concerns about height around Lafayette Square need to be resolved, and adaptive-reuse supportive building codes should be developed to facilitate rehabilitation of historic Canal Street structures.
- **Mixed-Use High Density:** A high density residential, office and commercial district that continues to facilitate the evolution of the Warehouse District into a vibrant 24-hour residential, dining and cultural community, but restricts height of new development.
- **Downtown Exposition:** Land uses to serve and support Convention Center and Superdome complexes.

Mixed Use Downtown Core Neighborhood: Supports a compact, walkable, transit-oriented, mixed-use neighborhood at the core of the city.



Planning District 1B

The district ~~retains existing neighborhood mixed-use and residential land use designations, however, is~~ designated with Mixed Use Historic Core and Residential Historic Core Future Land Use categories ~~which several new land use categories~~ have been applied to distinguish the varied character and scale of the area to better preserve its unique National and Local Historic District status.

- ~~**Mixed-Use High Density:** Areas closest to Canal Street accommodate concentrations of mid- to high-rise structures that house residential, hotel, office and higher concentrations of retail/commercial uses (e.g., Bourbon Street).~~
- ~~**Mixed-Use Medium Density:** A transition zone of medium density residential and retail uses between the higher density, more commercial, Upper Quarter and lower density, more residential Lower Quarter.~~
- ~~**Residential Medium Density Pre-war:** Reflects the existing character and allows for a varied mix of residential structures from single family to small apartments/condominiums, and the existing historic corner stores and businesses.~~
- **Mixed Use Historic Core:** Areas closest to Canal Street accommodate concentrations of mid-rise, mixed use structures. The area should increase convenience and walkability for neighborhood residents and visitors.
- **Residential Historic Core:** preserves the character and scale of 18th and 19th Century residential areas and allow for compatible infill development.

Planning District 2

Much of the district retains existing land use character (Residential Pre-War Low Density), however new residential and mixed-use designations better reflect the existing and desired future built environment. Most significant land use changes have been applied to two underutilized commercial and industrial areas to allow for a mixture of uses, including:

- **Mixed-Use High Density** at South of the Convention Center area. With proximity to the CBD and Convention Center, large vacant industrial parcels, and ~~recent~~ multifamily residential development ~~(The Saulet),~~ the area is poised to support a vibrant, high density riverfront community of housing, commercial and entertainment uses and supportive neighborhood service retail. Special attention must be paid to height, view corridors, and transitions to surrounding neighborhoods.
- **Mixed-Use High Density** along O.C. Haley Boulevard: Building upon current Main Street and NORA initiatives, a medium-to-high density mix of office, neighborhood commercial, live/work space, and residential units will reestablish the O.C. Haley corridor as the core of the Central City neighborhood.

Other changes include:

- **Mixed-Use Medium Density** along Saint Charles Avenue better reflects the existing character of the downriver section of the corridor, which consists of mid-rise multifamily housing, retail and office spaces.
- **Business Center** north of Tchoupitoulas Street will encourage continued job creation in the entertainment/new media sectors by allowing for warehouse, soundstage and supportive office spaces.
- ~~**Residential Pre-War Multifamily** in the Lower Garden District allows for the development of multifamily residential units closer to the riverfront (and around the existing La Saulet complex).~~
- **Residential Pre-War Medium Density** in Central City better reflects the overall residential character throughout much of the neighborhood, which historically has included side-by-side single, two-family and small apartment buildings.

Planning District 3

The majority of the district retain existing land uses (Residential Pre-War Low Density). The notable land use changes include:

- **Mixed-Use High Density** at Carrollton Avenue and Palmetto Street: The ~~area's large underutilized commercial parcels~~ area includes a big box retailer, existing multifamily residential structures, and neighboring Xavier University. ~~Proposed~~ Proposed transit connections (light rail from downtown to the airport, and Carrollton/Canal streetcar connection), and proximity to I-10 would support a transit-oriented centrally located, high-density residential, retail and office concentration with connections to the Carrollton and Mid-City neighborhoods.
- **Mixed-Use Low:** Neighborhood-scale residential/commercial concentrations to support surrounding communities and encourage walkability:
 - > Apple Street (between Leonidas Street and Carrollton Avenue)
 - > Leonidas Street (between Oak Street and Spruce Street)
 - > Tchoupitoulas (between Octavia and Valance Street)
 - > Claiborne Avenue and Calhoun Street

Planning District 4

While the majority of neighborhood residential and commercial areas retain existing character and scale (Residential Pre-War Low Density), several land use changes have been applied to portions of the district, particularly along the Canal Street and Tulane Avenue corridors.

- **Mixed-Use Health/Life Sciences Neighborhood:** Large vacant and underutilized parcels and residential neighborhoods bounded by Claiborne Avenue, Canal Street, Galvez Street, South Rocheblave Street and Tulane Avenue, ~~would~~ encompass a community of hospitals, residential homes and complexes, and supportive office and retail.
- **Mixed-Use High Density** along Tulane Avenue: A medium-to-high density corridor of residential and ground-floor neighborhood retail to support the emerging medical district and Mid-City neighborhood. ~~Proposed A~~ Proposed A Bus Rapid Transit route would expedite travel to and from the CBD.
- **Mixed-Use Medium Density:**
 - > Lindy Boggs site: With large parcels of underutilized industrial land, a successful multifamily residential reuse project (American Can), existing retail uses (Rouse Supermarket and Winn-Dixie, and Home Depot), proximity to City Park, and direct transit access to downtown and the medical district, the area is strategically situated to support a medium density Main Street area of residential, live/work and commercial uses. Additional green infrastructure (the Lafitte Greenway) is proposed through the village stretches through the area. (Ideally, the area would be developed as one or more a planned developments ~~PUD~~.)
 - > Broad Street: Medium and low density mixed-use strategic nodes at Canal Street, St. Peter Street, Bayou Road, and St. Bernard Avenue with neighborhood commercial and low density multifamily housing to encourage pedestrian-oriented neighborhoods.
 - **General Commercial** along Earhart Boulevard: Large vacant/underutilized light industrial parcels with strong neighborhood and highway connections would support national chain retail establishments for city residents and recapture lost retail tax revenue from neighboring parishes. Special attention must be paid to design standards and transitions to nearby residential development. ~~(B.W. Cooper).~~

Planning District 5

Land use categories reflect the recently adopted, community-supported single-family residential zoning districts and neighborhood commercial corridor along Harrison Avenue. Changes include:

- **Mixed-Use Medium Density** at Pontchartrain Boulevard and W. Robert E. Lee Boulevard: Underutilized shopping plaza adjacent to existing multifamily high-rise structures and underutilized commercial parcels abutting the waterfront would best be utilized as a medium density neighborhood oriented center with entertainment/dining/retail establishments to both support the Lake area and draw in tourism. New and improved transit connections (BRT) would provide better connectivity.
- **Mixed-Use Maritime:** Allows for continued mixture of land uses including boat houses, restaurants, maritime industries/businesses, and supportive retail services around the Municipal Yacht Harbor/Orleans Marina area.

Planning District 6

Significant areas of the district retain existing residential uses (Residential Post-War Low Density). Several notable land use changes include:

- **Mixed-Use ~~High~~ Medium Density:**
 - > Gentilly Boulevard and Elysian Fields Avenue: Large, underutilized and poorly designed shopping center parcels at key intersection along a ~~proposed~~ transit corridor (proposed for streetcar or BRT along Elysian Fields) would support a compact, pedestrian-oriented, medium-~~to~~ high density village of residential, commercial and office uses that would serve nearby Dillard University and surrounding high density single, ~~and~~ two-family, and multi-family neighborhoods.
 - > Chef Menteur Highway (west of Industrial Canal): The area's large vacant and underutilized commercial and multifamily residential sites, its proximity to I-10 and the proposed BRT route to New Orleans East, make for a strategic urban village setting with medium to high density residential and commercial uses. (Ideally, the area would be developed as a PUD.)
- **Mixed-Use ~~Medium-Low~~ Density** (Elysian Fields Avenue and Robert E. Lee Boulevard): Existing vacant and underutilized commercial parcels at the terminus of proposed Elysian Fields transit corridor (BRT/ Streetcar) would anchor a medium-low density town center with multifamily residential and neighborhood supporting retail near the UNO campus.
- **Post-war Residential Single Family:** Residential areas lakeside of Gentilly Boulevard ~~area~~ are mostly designated as single-family. Existing doubles may remain, ~~and can be rebuilt~~.

Planning District 7

The majority of the planning district retains land uses compatible with existing conditions and previous plans. Changes within the district include:

- **Mixed-Use ~~Medium-Medium~~ Density and Mixed Use Historic Core:**
 - > St. Claude Avenue: These land use categories respects existing neighborhood character of interspersed neighborhood and residential uses, and would support new low to medium density development with the addition of the ~~proposed~~ streetcar extension.
 - > Elysian Fields Avenue at Decatur (at the river): Vacant and underutilized (~~potentially including~~ city owned) parcels to anchor ~~Frenchman~~ Frenchmen Street and Decatur Street (French Quarter) corridors with medium density multifamily residential component and supportive neighborhood commercial. Development must respect existing historic neighborhood character and scale.
 - > Marigny and Bywater Riverfront Areas: Between Elysian Fields Avenue and the Inner Harbor Navigaton Canal, there are large, historically industrial parcels with the Mixed Use Historic Core designation which would support more dense residential development on high ground

with ground floor commercial uses for a lively pedestrian environment.

- **Residential Post-War Low Density:** The Florida/Desire area is transitioning to transition from multifamily to single-/two- family use category.

Planning District 8

The majority of the Holy Cross neighborhood retains its Residential Pre-War Low Density uses. Changes include:

- **Mixed-Use Low and Medium Density:** Allows interspersed neighborhood commercial and existing residential uses along:
 - > St. Claude Avenue
 - > North Claiborne Avenue and Caffin Avenue
 - > Reynes Street (Holy Cross High School): Former school site should be redeveloped into a low to medium density neighborhood center and could include the adaptive reuse of existing school structure.
- **Residential Post-War Low Density:** With the vast majority of properties now vacant, a less dense residential development pattern would be best supported in areas between Claiborne Avenue and Florida Avenue.
- Much of the planning district (outside of the Holy Cross neighborhood) is now still vacant as a result of Hurricane Katrina. Several projects are underway, most notably However, the area does include the Make-It-Right home development. This area remains in a more active recovery mode due to the extent of damage from Hurricane Katrina compared to other areas. Additional residential financial recovery assistance is needed.

Planning Districts 9 and 10

~~All existing~~ The vast area includes single, double and multifamily residential areas ~~remain~~ (now designated as Post-war), however the large vacant commercial areas along the I-10 corridor have been re-categorized as general commercial at varying densities. Land use changes in the districts include:

- **General Commercial:** Redevelopment of blighted/vacant sites south of I-10 into commercial nodes to recapture retail tax revenues from neighboring Parishes.
 - > Former Plaza at Lake Forest mall and adjacent retail centers to offer pedestrian-oriented, Main Street and big-box retail and office concentration, with potential BRT connection to downtown and the West Bank. (Ideally, the area would be developed as a PUD, or “Lifestyle Center”).
 - > Crowder Boulevard at Lake Forest Boulevard: Redevelopment of former commercial and multifamily residential sites into residential neighborhoods and neighborhood scale commercial retail area. Proposed BRT would provide expedited access to downtown.
 - > Chef Menteur Highway (Western Portions): Large vacant/underutilized light industrial parcels with direct connection to I-10 would support chain retail/grocery establishments to serve both neighborhood and city residents.
- **Neighborhood Commercial** along Chef Menteur: Concentrated nodes of neighborhood commercial uses to support residential areas further east along Chef Menteur Highway.
- **Business Center** — Large underutilized former industrial parcels south of Chef Menteur Highway would provide employment in office parks not suited for downtown areas. Light industrial warehouse and storage facilities would also be permitted, but not commercial retail centers.
- **Mixed-Use Medium Density** along Chef Menteur at Village del ‘Est: Small mixed-use retail/office/residential center as highlighted in neighborhood plan.
- **Planned Development Area:** Large areas of undeveloped land that lie within the external levee protection system may potentially be developed, and ~~if wetlands are not present~~ would require a comprehensive planned development process, including a public outreach process to determine appropriate, environmentally responsible development.

Planning District 11

- **Mixed-Use Maritime:** Single-family homes, fishing camps, marine-related businesses and supporting businesses east of Chef Pass only on parcels adjacent to Chef Menteur Highway in Lake St Catherine.

Planning District 12

The majority of the planning district retains existing residential densities. This includes Pre-war Low Density housing closer to Algiers Point, and Post-war Residential Single- and Multifamily areas closer to Lower Algiers (Planning District 13). Changes include:

- **Mixed-Use High Density:** Planned office, residential and retail BRAC project along Mississippi River
- **Mixed-Use Medium Density:**
 - > General De Gaulle Drive at Holiday Drive: Encourage underutilized portions of Village Aurora shopping center and surrounding parcels, to be developed into a transit-ready compact, pedestrian-oriented, medium density neighborhood center development with residential, commercial and office uses. Proposed BRT routes would better connect and shorten travel times to the East Bank.
 - > Woodland Highway at Woodland Drive: Redevelopment of vacated shopping center into a primarily residential center with supporting neighborhood commercial. Potential BRT connection would expedite travel to the East Bank.
- **Mixed-Use Low Density:** Neighborhood-scale residential (including existing single-family, two-family residences) and commercial corridors to encourage walkability in surrounding communities.
 - > Algiers Point
 - > Newton Street
 - > Opelousas Avenue
 - > Joe Ellen Smith Medical Center site

Planning District 13

Minimal changes are recommended. Existing subdivisions and areas near the bridge are now designated Planned Development Area to remain single-family. Due to limited infrastructure (public water, but not sewer), the remainder of the district will require 2 acres per dwelling unit to maintain the unique rural character. Residential development at higher densities should be in the form of conservation subdivisions that cluster housing in order to allow significant open space.

E Future Land Use and Zoning

The 2008 master plan charter amendment requires consistency between Future Land Use Map categories and the zoning districts as well as inclusion of a table showing the correspondence between land use categories in the Future Land Use Map and zoning districts. A new The Comprehensive Zoning Code Ordinance adopted in 2015 is being prepared simultaneously with this Master Plan but will not be adopted at the time the Master Plan is expected to be adopted. Upon completion of the Comprehensive Zoning Code, the table will be incorporated into this document has applied zoning districts that are consistent with the Master Plan. The Comprehensive Zoning Ordinance Appendix contains the consistency table.

How will do we know if zoning is consistent with the Master Plan? The 2008 master plan charter amendment provides that:

“A Land Use Action is consistent with the Master Plan if the Land Use Action:

- (1) Furthers, or at least does not interfere with, the goals, policies, and guidelines, including design

guidelines, that are contained in the Land Use Element of the Master Plan.

- (2) Is incompatible with the proposed future land uses, densities, and intensities designated in the Land Use Element of the Master Plan.”

In practice, ~~in many cases there will be~~ there are several zoning districts ~~that are consistent with~~ individual land use categories that appear on the Future Land Use Map. It ~~will be~~ possible to change zoning without amending the Future Land Use Map and the Master Plan as long as any zoning change is compatible with the parameters of the land use category on the map. Other zoning changes will require a master plan amendment.

F Urban Design Framework

Urban Design Framework

New Orleans is a city of special places with unique qualities. A towering skyscraper can enrich downtown if it meets the street with details and activities that delight, while a two-story building can diminish nearby Mid-City if it interrupts a street's historic rhythm with a monotonous façade. While details will differ across the city, the core urban design principles should fundamentally promote more livable neighborhoods, greater economic opportunity for everyone, and enhanced sustainability.



Cultivate livability:

- **Preserve and enhance established neighborhoods and districts**—wet or dry, historic or new, residential or mixed-use. These places should benefit from design standards that embody the spirit and address the qualities that define character.
- **Extend New Orleans’ “signature” qualities to its new districts and neighborhood centers.** The Medical District, redeveloped shopping centers and other “opportunity sites,” and similar places should benefit from design standards that extend the walkability, tree-lined streets, lively façades on public sidewalks, mixed-use energy, and other qualities that mark the city’s historic neighborhoods.
- **Restore the critical mass to support key ingredients of livability.** Blight, smaller households, and changing lifestyles rob neighborhoods of the critical mass needed to support vibrant commercial districts, walkable streets, convenient transit, lively parks, and similar amenities. Restoring traditional densities and redeveloping opportunity sites will help all parts of the city regain this critical mass and attract a new array of housing and amenities to new and existing neighborhoods.
- **Advance healthy living.** The Centers of for Disease Control has emphasized the essential importance to public health of neighborhoods that encourage walkability, provide access to healthy food, and include health clinics—all qualities of successful New Orleans’ neighborhoods.
- **Build community in the midst of diversity.** The city can take advantage of the proximity in which people of different races, incomes, and ethnic backgrounds live—unusual among U.S. cities—to create

a renewed sense of community. Emphasizing walkable connections between neighborhoods that give people an opportunity simply to meet, making commercial districts more vital and providing well-programmed parks will draw New Orleans' diverse residents together across lines of difference. Initiatives like Reinventing the Crescent can reinforce the riverfront's critical role as the city's common ground. Interpreting the city's rich variety of architectural and cultural traditions can further the critical task of celebrating each other's stories.

Foster economic opportunity:

- **Offer the amenities that attract people to live, work, and invest.** Preserving New Orleans' historic character—embodied in its walkable streets, cultural richness, and mixed-use environments—and extending these qualities into new neighborhoods and districts is a critical ingredient in spurring growth.
- **Provide the education and services that move people out of poverty and into the workforce.** In building a city whose neighborhoods stand as revitalized, safe, and visible symbols of social cohesion, no amount of physical intervention will match the value of aggressive efforts to extend opportunity to every resident.
- **Plan for change that is welcomed by neighbors.** As the pace of economic transition quickens across America, so does resistance to the larger floor plates, greater height, new industries, new types of housing, and other changes that a vital economy needs. Development that responds to the needs of a changing economy should respect the scale and character of nearby neighborhoods and should reflect the goals described above for new places.

Promote sustainability:

- **Work with nature to enhance resilience.** No U.S. city is as conscious of the need to adapt to a changing environment as New Orleans. It can lead all American cities in exploring approaches to wetlands [reclamation/restoration](#), elevating and hardening buildings, managing storm water to slow subsidence, integrating [levees into the landscape](#) [gray and green infrastructure across the landscape](#), and other ways of working with nature to protect the city from rising seas and more frequent storms.
- **Reduce the city's carbon footprint.** National policy is clearly heading in a direction to support funding of projects that further reduce carbon emissions. New Orleans' per capita carbon footprint already ranks well nationally (#29 lowest metro area)¹ due in part to its compact form, strong preservation values, and walkable neighborhoods. Expanding transit use, attracting more residents to reduce sprawl, adopting green techniques in construction of and operation of new buildings, [reducing the leakage of treated water and overreliance on pumped drainage](#), and similar measures, will further position New Orleans as one of America's greenest cities.

Replace with picture of a New Orleans parking garage with ground floor retail.



This parking garage has retail at the street level.



New houses with harmonious designs make good

- 1 Brookings Institute, "Shrinking the Carbon Footprint of Metropolitan Areas." May 2008.



- **Celebrate the city's relationship to water.** A new generation of landscaped canals, rain gardens, restored wetlands, and similar steps can add a 21st-century urban design signature that enriches life in New Orleans while protecting the city from rain-driven flooding. [These elements can be distributed across the cityscape at various scales and linked by green-blue corridors that improve public understanding of water systems, promote active lifestyles and spur adjacent private-sector economic investment.](#)

Urban Design Principles

The following urban design principles are intended to provide guidance on desired characteristics of new development to property owners and the public. Application of the principles can vary in specific contexts and creative variations should be encouraged, as long as the spirit and intent of the principles is respected. Area-specific urban design principles may be found in neighborhood and area plans, and more detailed design guidelines will be created for projects on large sites that require site master plans.

The public realm of streets, sidewalks, plazas, parks, and other public spaces:

- Reclaim the river and lake waterfronts for lively public spaces, [providing safe access to water assets in all areas of the city.](#)
- [Reclaim hidden water assets to beautify the city's street grid and reduce street flooding by installing green infrastructure for water retention and infiltration in neutral grounds and along sidewalks and by daylighting canals where appropriate.](#)
- Reinforce New Orleans existing boulevards and use a boulevard approach to improve wide arterials that do not currently include neutral grounds, or street trees.
- Re-knit the urban fabric by reducing barriers caused by highways and arterial roads, including by creating safe and attractive pedestrian and bicycle routes, improved lighting, landscaping and public art.
- Take New Orleans' tradition of lively pedestrian streets to all neighborhoods.
- Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to transit stops; and to encourage walking, biking and public transit use for employment and other travel around the city.



- Provide for bicycles—lanes, routes, parking, racks on streetcars and bike sharing infrastructure.
- Encourage active, publicly-accessible uses on the ground floors of buildings in mixed use areas.
- Screen and buffer service machinery and areas including mechanical systems on the roof or elsewhere; trash handling and storage; and loading docks.
- Design outdoor lighting at a pedestrian scale to provide safety, comfort and adequate night vision while minimizing light pollution.
- Ensure a balance of passive and active recreational uses in public spaces, regional parks and in the citywide park system.
- Encourage placement of public art to enhance the city's public landscape.

Surface and structured parking

- Manage the impacts of surface parking by:
 - > Locating parking to the rear of developments.
 - > Planting shade trees and ground cover in parking lots as screens, shade at least 50% of the lot at maturity, and enhance stormwater management through plantings and pervious surfaces.
- Manage the impacts of parking structures by lining the street side with active uses.
- In areas with a concentration of retail and entertainment destinations, encourage centralized, iconic parking structures and circulation to and from parking structures by shuttle buses, pedicabs, and other appropriate means.

Downtown

- In downtown, encourage building design with ground floor levels that are welcoming to pedestrians and avoid blank and fortress-like ground floors.
- Limit extensive office uses on ground floors in favor of more lively uses, if feasible.
- Use trees, canopies, colonnades or galleries for shade along pedestrian streets [as well as green infrastructure and permeable pavers/pavement for stormwater management, where appropriate](#).
- Establish gradual transitions between small-scale and larger-scale buildings.

Retail areas

- Discourage strip shopping center or stand-alone retail with buildings at the rear and parking at the front by locating the buildings at the street edge and providing parking to the rear.
- Establish transitions and buffers to surrounding residential areas.
- Locate pedestrian entrances on public streets and at or near street corners wherever possible.
- Maintain a consistent and minimal setback on commercial streets. Commercial structures should be built close to the street or with small setbacks to accommodate public spaces such as sidewalk cafes.
- Design ground-floor facades with maximum transparency and permeability.
- Maintain a consistent scale and character in signage and overhangs (*e.g.*, awnings, balconies, *etc.*).

Neighborhood infill

- [Respect the scale and massing of buildings in historic areas and other areas where existing scale should be preserved while recognizing the city's history of building elevation and the risk flooding poses to the city's built environment.](#)
- [Where vacant lots are not slated for development in the near term, enable them to serve as urban agriculture sites, community gardens, or water retention lots through public, private, or non-profit entities.](#)
- Design building facades to provide visual interest with articulations, materials, windows and other openings.
- Ensure that infill buildings in neighborhoods fit in harmoniously though do not require copies of existing architecture. Indicators include:
 - > Maintaining the street wall or façade line
 - > Complementing the established rhythm of windows, doors or other openings
 - > Activating the street by the use of bay windows, porches, stoops, or terraces

New neighborhoods

- Extend the positive qualities of existing adjacent neighborhoods into new developments.
- Design mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or

industrial sites by:

- > Integrating the sites into the surrounding street grid.
- > Establishing transitions in scale and density from surrounding areas.

- > Providing areas with clusters of ground floor retail and service uses with residential uses above
- > Providing usable and well-designed open space.
- > Creating development-specific design guidelines about building appearance, streetscape, signage and utilities, parking design, landscape, sustainability, and materials.

Promote sustainability

- Clad areas below floor level on buildings that are raised for flood protection purposes to provide a consistent street wall, [using flood vents when needed](#).
- Incorporate building elements that improve energy efficiency [and stormwater management](#), such as green roofs, rain gardens, solar panels, wind turbines, and others wherever possible. These elements should be scaled appropriately and incorporated seamlessly into the overall façade.
- Incorporate passive heating and cooling mechanisms such as operable windows, sun shades, cross-ventilation, and adequate insulation into the design of buildings whenever possible.

(See Volume 2, Chapter 5, for design principles for neighborhood commercial districts.)

G General Zoning Principles

In the Master Plan, New Orleans ~~is building built~~ the framework for future land use decisions ~~with and a new~~ comprehensive zoning ordinance ~~as part of the master planning process that was adopted in 2015~~. The success of ~~an updated the Comprehensive Zoning Ordinance~~ relies on the vision behind it. Through citywide forums, district meetings, and community leadership groups, translating the plan's vision into reality through development regulations ~~has been was~~ part of the discussion. This input has been and ~~through amendment processes~~ will continue to be a vital aspect of ~~the future~~ zoning revision processes.

| NEW MASTER PLAN | NEW ZONING ORDINANCE |
|---|---|
| Defines the kinds of places that we value and want to see in the future | Establishes districts with rules that support these places |
| Describes the qualities and characteristics of these places | Establishes design standards that reinforce these qualities |
| Creates a land use map with the location of these places | Refines the land use map into specific zoning districts |

The Master Plan's themes of How We Live, How We Prosper, Sustainable Systems and From Plan to Action have been tested with the citizens of New Orleans and there are three objectives that have been identified.

The first objective is that the ~~new~~ zoning ordinance reinforce the physical character of New Orleans and the important quality-of-life features reflected in its history, culture and public spaces while striking a balance between the need to preserve and the need to innovate and grow. To achieve this objective the new ordinance ~~will be is~~ divided into "places" based on the character of development found in that area or desired for that area. ~~The Neighborhood Character Area Study, found as an appendix in Volume 3, will inform this aspect of the zoning code. For instance, in the rural section, the zoning districts related to natural areas, open space and large lot development will be grouped together, while in the traditional neighborhood section the appropriate residential, commercial and mixed use zoning districts would be found.~~

The second objective is that for each zoning district, its purpose and intent ~~will~~ clearly describes what type of development one would expect to find there consistent with the Master Plan policies and Land Use Map. The ~~new~~ ordinance ~~will set s~~ standards for 1) the size, shape, and character of new development, 2) how new developments fit together and 3) the location of new development.

The third objective is that the ~~new~~ ordinance ~~will be~~ predictable, understandable and enforceable. Simple adjustments, repairs or amendments to the ~~previous~~ 40-year-old ordinance ~~would were~~ not ~~be~~ enough. ~~It will be~~ The ordinance is organized to be user-friendly, to suit the unique characteristics of New Orleans, and to reflect and implement the policies in the plan.

A Zoning Response to the Master Plan Theme: How We Live

A high quality of community life is essential to the success of every city in the 21st century. People want to live in places with high quality of life and ~~are where they feel~~ invested in their local community. Quality of life is critical to protecting, attracting and maintaining a stable workforce that, in turn, brings investment, employment, and an image and identity that welcomes tourists and visitors.

A series of goals and policies are identified in the Master Plan that address the key ingredients of high quality-of-life goals for neighborhoods, housing, historic preservation, open space, education, health care and community services. The ~~new~~ Comprehensive Zoning Ordinance ~~will help~~ helps achieve these goals by providing development standards that properly control the built environment – from the design of infill development to districts that encourage a variety of housing stock to the right mix of uses.

RESIDENTIAL NEIGHBORHOOD ZONING PRINCIPLES

1. **Ensure that new housing built within established neighborhoods is compatible with the scale and character of the existing development.**
 - ~~Revise the z~~ Zoning districts ~~to better~~ reflect the established development patterns in the City. Development patterns within the pre-World War II areas of the city are different from those that developed after the war.
 - ~~Revise the~~ The bulk and setback regulations within the residential districts ~~to~~ reflect existing development characteristics. For example, in the pre-war areas of the City, the front setback requirements ~~should~~ preserve the established variability, rather than enforce the ~~present~~ previous 20- foot setback requirement. Maximum permitted heights ~~may be revised to~~ preserve the existing character.
 - ~~Integrate d~~ Development standards are integrated into district regulations that preserve the established building character in terms of scale, massing, and placement. This ~~can~~ benefits areas that do not have local historic district designation but want to ensure that their character is maintained.
 - ~~Coordinate the z~~ Zoning districts are coordinated with local historic designations in order to eliminate conflicts and inconsistencies.
 - ~~Create A~~ riverfront overlay districts is based upon the policies of the “Riverfront Vision” plan ~~that implement the plan~~ and reflects s existing adjacent neighborhood character.
2. **Ensure that multifamily housing is sensitive to its neighborhood context.**
 - ~~Revise the current m~~ Multifamily districts’ regulations to match the ~~reflect the~~ desired character of multifamily development. ~~Many of the current multifamily districts bear little relationship to the density and size of existing or desired development.~~
 - ~~Create d~~ Design and development standards for the multifamily districts to assure compatibility with the larger residential neighborhood.

3. **Create-Ensure an efficient residential land use pattern that addresses the location and intensity of residential development while ensuring housing affordability and choice.**

- ~~Provide-r~~Regulations ~~to~~ insure proper transitions from lower to higher density development.
- ~~Create districts for m~~Mixed-use Districts allow development of various scales. This includes vertical mixed-use (within one building) and mixed-use on the broader neighborhood level.
- ~~Include-d~~Development flexibilities in the Ordinance ~~standards to~~ encourage adaptive reuse of historic structures. For example, ~~it may not be possible for in~~ certain historic areas, it is not possible to accommodate regular parking and loading requirements. Rather than require variances, the Ordinance ~~can include~~provides exemptions to encourage reuse.

NEIGHBORHOOD BUSINESS DISTRICT ZONING PRINCIPLES

1. **~~Tailor the c~~Commercial districts are tailored to the form, function and use of various commercial areas.**

- ~~Revise the~~The current commercial district ~~structures so that district~~ standards are responsive to their purpose and desired character.
- ~~Create a c~~Commercial districts are specifically designed to accommodate and encourage pedestrian- oriented, walkable shopping environments.
- ~~Create c~~Commercial districts where shoppers arrive primarily by auto ~~to be~~ are still pedestrian-friendly and functional, but ~~where~~ parking is not the most prominent land use.
- ~~Revise the current s~~Shopping center district standards ~~to~~ ensure a high quality of design and integration with other uses, as well as safety and comfort for pedestrians.
- ~~Map c~~Commercial areas on the Zoning Map ~~are~~ based upon the ~~F~~future ~~L~~and ~~U~~se ~~map~~ Map and Master Plan policies, to create compact commercial and mixed-use development.
- ~~Include-d~~Design standards are included for each scale of commercial development. Districts like Magazine Street need different design approaches than commercial areas like the Bullard Avenue commercial corridor.
- ~~Locate m~~Mixed-use development on the Zoning Map is placed within or near commercial areas, on appropriate corridors, and at large redevelopment sites. Mixed-use development can ~~also~~ function as a buffer between large-scale commercial development and adjacent neighborhoods.

2. **Encourage small-scale neighborhood commercial uses within residential neighborhoods.**

- ~~Create standards within the~~The Ordinance includes standards for small local business districts located within a predominantly residential area. Standards within the Ordinance ~~should carefully~~ mitigate the impacts of these business districts and require a small-scale, pedestrian-oriented form.
- ~~Include~~The Ordinance includes controls on the reuse of historic nonconforming commercial uses, such as the “corner store,” so that compatibility with the neighborhood is maintained in areas where the continued existence of such uses is supported.

A Zoning Response to the Master Plan Theme: How We Prosper

~~A new~~The Comprehensive Zoning Ordinance is essential to conserving the best of what we have while creating opportunities to grow our economy. One way to achieve this is to ensure that people who want to invest in our community know where they can locate, what the rules are, and that those rules are consistently and predictably applied.

The master planning process ~~has~~ identified a series of goals and policies addressing the key elements of How We Prosper: maintaining an economic base, education and workforce development, entrepreneurship and local small business development, neighborhood and commercial district revitalization, and enhancing economic opportunity. The ~~new~~ Comprehensive Zoning Ordinance ~~can~~ further ~~s~~ these goals and help ~~s~~ create value for the whole community by:

- *Removing Obstacles:* Eliminate ~~ing~~ or modify ~~ing~~ rules that unnecessarily hinder economic development.
- *Setting Clear Standards:* Develop ~~ing~~ and incorporate ~~ing~~ site design standards that enhance the appearance of the entire area.
- *Creating Incentives:* Provide ~~ing~~ flexibilities which encourage business development.

CENTRAL BUSINESS DISTRICT ZONING PRINCIPLES

Downtown is the most complex part of an urban center and downtown New Orleans is no exception. The area is a collection of diverse uses, mixed horizontally and vertically, each of which must be individually successful while contributing to a larger experience and identity. This complexity is magnified by the multiple ways in which people experience the place. Today's downtown New Orleans simultaneously serves as a neighborhood, as the civic center of the city, as an economic center of the region, and as the image and identity projected to the world through visitors and the media.

The ~~new~~ zoning ordinance ~~will~~ encourage ~~s~~ the development of distinctive downtown places through development standards which reinforce a sense of identity, while linking these places with a fine-grained mix of uses, transportation connections and transitions in the urban fabric. It ~~will~~ encourage ~~s~~ the right form in the right place so that place and connection is reinforced and will ensure, with clear and predictable rules, that every building enhances the quality of place and the quality of life for downtown residents, workers and visitors.

1. ~~Consolidate the~~The downtown zoning districts ~~to~~ better reflect the mix of places identified in the Master Plan.

Transform downtown from a series of individual destinations into a cohesive, interconnected, and well managed destination... — UNOP DISTRICT 1 REPORT 1.

What emerges in the Master Plan is a mixed-use downtown that should be zoned as five vibrant mixed-use area types. Each of these areas is a unique but connected place within the compact area of the Central Business District. Zoning ~~can~~ shape ~~s~~ and guide ~~s~~ the development of these areas to strengthen both their function and identity.

- *A Center of Business and Commerce:* Support the economic potential of downtown with a commercial district geared to the needs of business. This district is characterized by a range of office, commercial, government and institutional uses with supporting services.
- *A Mixed-Use Marketplace:* Support the vitality of downtown by creating a mixed-use district intended to encourage the reuse of existing structures and the compatible infill of new construction with a mix of small floor plate office, retail, institutional, and residential uses.

- *The World's Meeting Place*: Support appropriate development immediately adjacent to the Superdome and the Convention Center by creating a major venue zoning district.
 - *A Great Urban Neighborhood*: Support the demand for mid-high-rise residential development and the appropriate transition to the surrounding neighborhoods by creating a district that is primarily intended to accommodate higher intensity residential development and smaller-scale commercial uses on the lower floors, with residential uses above
 - *A Crossroads of Cultural Tourism*: Support the clustered development of museums and cultural venues by creating a district for these uses and supporting retail and visitor services that promote the arts.
- 2. Encourage higher-density development organized around a well-organized urban form.**
The Central Business District is different from development in other parts of the city because higher levels of building height and bulk are allowed. Uses are stacked vertically and clustered close together along the street. This “intensity” of use contributes to the vitality of the area, and the organization of uses within the ~~new zoning~~ ordinance ~~should does~~ not change that. Development standards ~~need to~~ fit the size and scale of new development to the purpose of the district, the character of the adjacent street, the existing historically significant buildings, and the adjacent districts.
- Reinforces a recognizable image of downtown and compatible edges with the surrounding neighborhoods by establishing coordinated height and bulk standards for the Central Business Districts.
 - Discourages new structures of less than three stories.
 - Establishes Poydras Street and Loyola Avenue as the “spine” of the CBD, serving as the corridors of highest intensity development.
 - Encourages height and massing to step down from Poydras to a mix of low- to mid-rise-scaled buildings, gradually making a transition into the Mid-City neighborhood.
 - Encourages height and massing to step down downriver from Poydras to the mid-rise, mixed-use character of Canal Street and the low-rise character of the Vieux Carré.
- 3. Create active and attractive street corridors that promote multimodal connections between different areas of the CBD, accommodate transportation access and parking demand, and encourage a high level of pedestrian traffic and pedestrian amenity.**
- Establishes a system of primary streets with design standards that are characterized by continuous zero-lot-line street wall, active ground-floor uses, transparency (portion of the building frontage with windows) and permeability (building frontage with doors opening on to the street).
 - Establishes a system of secondary streets with design standards that provide for the service side of buildings, auto-oriented uses like drive-through windows and gas stations and car washes, and parking structures.
 - Encourages the provision of parking in an amount, location and design that meets the operational needs of the CBD and supports the urban design goals for the streetscape by permitting non-accessory parking only consistent with a parking plan and setting maximum accessory parking ratios for all uses to limit non-accessory parking in the wrong places.
- 4. Conserve the character of historic and special places.**
Approximately 70 percent of ~~downtown site~~ Planning District 1 is within a local or national historic district. These are the Vieux Carré Historic District, Canal Street Historic District,

Picayune Place Historic District, Lafayette Square Historic District and the Warehouse Historic District.

- Establishes a coordinated set of development regulations with the Central Business District's Historic Guidelines to create a clear and transparent approval process.
- Supports historic investments by removing unnecessary obstacles to the rehabilitation of existing buildings. These include the calculation of parking requirements and the expansion of nonconforming uses.

5. Create a green and sustainable environment.

- Require usable open spaces on or off site for new residential units created downtown.
- Require, where appropriate, contributions to a network of open spaces through the development approval process or requirements.
- Accommodate riverfront open space to address the Reinvesting the Crescent Plan.

EMPLOYMENT CENTER ZONING DISTRICT PRINCIPLES

1. Create a more stable investment climate by reducing conflicts both within industrial districts and between adjacent non-industrial districts.

- Provides appropriate locations for business and light industrial facilities in settings attractive and accessible to visitors and employees and make available employment opportunities near residential areas.
- Provides appropriate locations for warehousing, distribution, storage and manufacturing characterized by activities outside an enclosed building, 24 hour operations and/or high volume truck movements.
- Refines the industrial district use lists so that uses appropriate to the desired intensity and market orientation of the industrial district are permitted, rather than requiring a conditional use or text amendment. The current use structure of the industrial districts does not create a predictable development environment for potential new industries. Numerous uses typical to an industrial district are not permitted by-right.
- Refines the ~~current~~ industrial district structure to accommodate a range of industrial development including standards for research and light industrial/office parks.
- Includes design standards for both buildings and the larger design of the site for industrial, business, and research parks. Design standards will help to mitigate impacts and assure a desired aesthetic image.
- ~~Review-Maintains~~ performance standards for industry in establishing uses and evaluating impacts near residential areas.

2. ~~Create new and strengthen existing Zoning~~ districts ~~that~~ accommodate large office, medical and educational employment centers, without significant impact on residential components.

- ~~Create Zoning~~ districts ~~that~~ accommodate the variety of campus uses within New Orleans, such as educational institutions, the new Medical District, and the proposed bio-medical corridor along Tulane Avenue. Specific zoning for such developments ~~can~~ facilitates a more orderly and efficient regulation process. Specific district development regulations should clearly indicate the scope of each development, requirements for transitions between campus activities and adjacent neighborhoods, and procedures for addressing concerns raised between the

institution, the City and adjacent neighborhoods.

- Allow~~s~~ mixed-use development in campus districts.
 - Craft~~s~~ appropriate boundary transitions between major uses and the surrounding neighborhood to ensure good neighbor compatibility.
 - Institute~~s~~ planned development review for larger projects to better integrate new projects into their context. While this is especially appropriate for campus-like developments, this can be beneficial in numerous types of other non-residential development.
- 3. Attract new employers by creating a positive image through appropriate development standards.**
- Include~~s~~ new landscaping standards to buffer incompatible uses, screen parking lots and outdoor storage areas, and improve the appearance of the site and street frontage.
 - Tailor~~s~~ sign standards to the nature of the district, both in terms of the types of signs allowed as well as the size. The regulations ~~should~~ work to achieve a coordinated appearance within a commercial area or along commercial corridors.
 - Incorporate~~s~~ a design review process that informs both the developer and the neighbor of community design standards and operational concerns.

A Zoning Response to the Master Plan Theme: Sustainable Systems

Zoning for sustainability helps shape development that is energy and resource-efficient, minimizes the impact of human land uses, and promotes compatibility with local climate and environmental systems. Although most of New Orleans continues to need the structural protection of its levee systems, there are many additional ways in which the City can enhance its environmental sustainability and safety to become a “green” leader among the world’s river delta cities.

The master planning process has identified a series of goals and policies that broadly define the qualities of a sustainable city in terms of community facilities and services, transportation, environmental quality and hazard mitigation.

Zoning ~~can~~ support~~s~~ and encourage~~s~~ sustainable development by eliminating or revising existing rules that unnecessarily hinder sustainable development, incentivizing sustainable design techniques, and requiring basic sustainable development standards which address landscape, building materials, building siting, and relate the location of use types and densities to properly scaled transit access.

- 1. Protect and provide for open spaces appropriate to conserving the regions natural resources and meeting the needs of its residents.**
 - Provide~~s~~ appropriate locations for open spaces and public recreational areas.
 - Distinguish~~es~~ between areas of preservation and areas of recreation.
- 2. Promote the use of water conservation and innovative stormwater management techniques in site planning and new construction.**
 - Promote~~s~~ the use of semi-pervious paving materials, especially for large paved areas.
 - Encourage~~s~~, and in some cases require~~s~~, sustainable stormwater management practices, scaled to the size and character of the site. Current techniques include bioswales, green roofs, and parking lot landscaped islands that are designed to absorb stormwater.

- Prohibit drainage of remaining wetlands for building except by special permit with mitigation that requires an opinion by the City Office of Coastal and Environmental Affairs, or establish a local wetlands ordinance to regulate impacts on wetlands.

3. Increase access to healthy food at a lower environmental cost by supporting the production, processing and distribution of locally grown food.

- Allow s community gardens and urban agriculture in appropriate locations. ~~In addition, community gardens can be permitted as well as required for certain types of new construction, such as large multifamily developments.~~
- Permit s temporary farmers markets in certain districts, subject to regulations, so that locally-grown produce can be sold within the community.
- Allow s small-scale food processing in certain commercial districts.

4. Reduce the urban heat island impact through design of new development which minimizes reflective flat surfaces.

- Require s parking lot landscaping that shades the surface with tree cover to reduce the heat island impact.
- Include s parking alternatives, such as shared parking lots and parking space maximums, to reduce the amount of paved surface in a new development.
- ~~• Allow for land banking of parking facilities — where a portion of a parking area is kept in green space until the paving of additional parking areas is necessary — to reduce impervious surface.~~
- Include ~~parkway~~ tree planting requirements.

5. Reduce the rate of greenhouse gas emissions by promoting the use of alternative energy systems and increasing transportation choice.

- Permit s solar collectors as an accessory use ~~but with the proper zoning standards in place to minimize negative aesthetic impact.~~
- Create s building siting guidelines for larger developments to allow for passive solar systems.
- Allow s small-scale wind energy systems, subject to standards that regulate noise levels at the property line.
- Require s bicycle parking facilities for certain types of new development, as well as bicycle storage facilities in larger residential development.
- Establish es standards that address the number of bicycles to be accommodated for various land use categories.
- Require s setback maximums or build-to standards to establish the desired scale of development within areas where a pedestrian-orientation is desired.
- Require s a landscape separation between the pedestrian and the auto in the site design of new developments.
- Provide s attractive and safe pedestrian walkways across vehicular areas and through parking lots.

- Requires s pedestrian cross-access connections between sites and to adjacent developments, to create a larger, walkable environment.
- Includes s provisions to encourage cross-access easements between adjacent parking areas for different businesses which can encourage shared parking areas and reduce curb cuts.
- Regulates s the spacing of curb cuts to preserve sidewalk continuity for pedestrians and preserve on-street parking spaces.

A Zoning Response to the Master Plan Theme: From Plan to Action

The master planning process has identified a series of goals and policies addressing the key elements of putting the plan to work: land use, citizen participation and modern implementation systems. As the Charter amendment has given the Master Plan the force of law, future zoning decisions must be consistent with the goals and policies of the Land Use element of the Master Plan.

A modern zoning ordinance should be more than just requirements and mandates. It should make it easy to do the right thing. Obstacles that stand in the way of desirable development practices should be removed, and the connection to the land use policies of the Plan should be evident in the both the text and the zoning map.

1. Ensure that planning and zoning work together.

- ~~Draft d~~Districts and regulations in the ~~new~~ Ordinance so ~~that the City has~~use the land use tools it needs to see the Master Plan vision come to fruition.
- ~~Connect the~~The Zoning Ordinance ~~is consistent with~~e the Master Plan through remapping based upon the future land use map. As districts are revised or new districts drafted in the future, connection to the Plan's land use policy must be clear in the mapping of these districts.
- Provides s for systematic neighborhood and citizen input into proposed zoning changes.
- Provides s easy access to zoning information by making the Comprehensive Zoning Ordinance, Zoning Map and application procedures easily available on the CPC website.
- ~~Adopt a~~Use structures ~~s that is~~are tailored to the intent of each district, but ~~is~~are flexible enough to respond to emerging uses.

2. Simplify and streamline the ordinance

- ~~Replace discretion and administrative interpretation with~~sStandards are in place whenever possible to make the ordinance consistent and predictable in development decisions.
- ~~Clarify the a~~Administrative provisions ~~to create a~~are consistent, predictable and understandable ~~process~~ for Ordinance users whether they are a developer, City staff person or interested resident.
- ~~Make t~~The ordinance easier to understand by modernizing terms, using appropriate illustrations, tables, matrices and charts.
- ~~Eliminate~~The ordinance ~~reduces~~ obstacles to development by deregulating routine matters, minimizing nonconformities, and eliminating unnecessary and redundant regulations.

H Opportunity Sites

The planning team identified several large “opportunity sites” across the city that could support significant redevelopment. Located along existing or proposed transit routes, these vacant or underutilized light-industrial and commercial areas offer New Orleans a unique opportunity to build vibrant, contemporary, transit-oriented neighborhoods, main streets, and commercial centers. Of varying densities, these new developments could incorporate the best qualities of existing historic neighborhoods. Housing and commercial market analyses suggest that sufficient demand will exist to assure the success of redevelopment on these sites. The results of the market analyses shaped the recommendations for each of these sites, which collectively would bring New Orleans broadened housing choices, expanded retail offerings, increased sales tax revenues, and new jobs.



OPPORTUNITY SITE 1

New Orleans East

New Orleans East has played a key role in the city's recent history, offering thousands of residents an opportunity to live in gracious suburban-like neighborhoods without leaving the city they love and becoming in the process an emblem of growing African-

American affluence. ~~As of 2009, more than 50,000 residents have~~ More residents are returning to "the East" to live, affirming their commitment to their neighborhoods and to New Orleans...and taking advantage of extensive infrastructure for protecting neighborhoods from rain-driven flooding and increased protection from storm-driven floods. ~~Planning participants stressed that r~~ Redevelopment of the former Plaza at Lake Forest mall ~~plays a~~ is still needed to play a critical role in enhancing livability. ~~The and pointed to the~~ Renaissance Plan, which the community prepared in 2004 ~~may still act as a guide~~. Residents ~~continue to~~ voiced a strong desire for a wide variety of shopping and services, together with the ~~return of a newly opened~~ hospital and other uses that offered tangible improvements in quality of life. While the Renaissance Plan proposed ~~added additional~~ housing, residents ~~indicated have~~ a strong desire for substantial home ownership and indicated concern that this housing might not maintain its value. Participants stressed that all redevelopment should achieve higher quality and design standards.

The planning team conducted market research to determine demand for important opportunity sites. The results for the plaza site indicate substantial potential for high-quality redevelopment, assuming community-based planning to ensure that the plaza is not redeveloped in piece-meal fashion.

HOUSING POTENTIAL:

In 2009, A analysis of residential market potential in the plaza area, conducted by Zimmerman/Volk Associates, found demand over the next five to seven years for roughly 1,000 units of housing. This demand includes a wide variety of ages, household types, and backgrounds; market-rate demand includes both ownership and rental units.

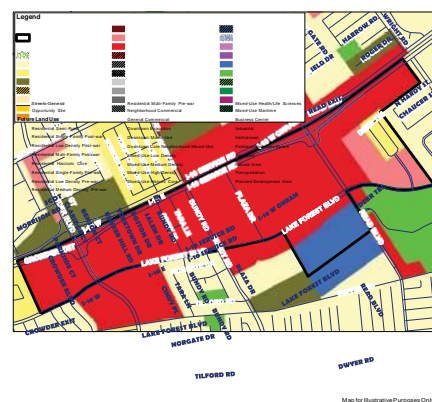
OFFICE POTENTIAL:

W-ZHA also identified demand for new office space if the plaza area is redeveloped to a high level of quality with a variety of retail, restaurants, and similar amenities for office workers. Offices would probably not represent an early use, but the plaza area represents New Orleans' best opportunity to attract the kinds of employers that traditionally locate in office parks; they increasingly seek attractiv

EXISTING SITE



FUTURE LAND USE



RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the New Orleans East trade area (the area in which the majority of customer sales originate) concluded that ~~by in~~ 2013:

- Residents will hold approximately \$686 million in spending potential.
- The trade area could support one of the following options:
 - > A large super-community "neighborhood center" of 500,000–800,000 square feet that would include a general merchandise store (e.g., Wal-Mart), a large supermarket, big-box retailers, a movie theater complex, supportive chain retail, and eating and drinking establishments. (Under this option, the super center should be incorporated into a "town center" setting near one of the I-10 interchanges, and target needs of local residents, not a regional population.)
 - > Up to three neighborhood-serving retail centers of approximately 60,000–80,000 sf, each anchored by a medium sized supermarket, drug store and smaller service establishments. (Under this option, these neighborhood centers should be dispersed within

the trade area.)

For complete market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **NEW ORLEANS EAST**

Site Concept: **Transit-Ready Neighborhood Center**

2009



2030



OPPORTUNITY SITE 2

South of Convention Center

The large, vacant riverfront parcels—previously designated for a convention center expansion—would offer a unique opportunity to develop a vibrant, pedestrian-friendly and transit-supported residential neighborhood adjacent to the Warehouse District and CBD. The site and surrounding underutilized parcels could hold attractive high-rise and mid-rise buildings with neighborhood amenities such as restaurants, cafes and supportive retail conveniences. Residents would walk, or take the riverfront streetcar, to work in the CBD and developing Medical District. New green space corridors created as part of the redevelopment would connect existing neighborhood areas to riverfront park amenities while preserving views of the bridge and sky.

EXISTING SITE



FUTURE LAND USE



HOUSING POTENTIAL

An analysis of residential market potential by Zimmerman/Volk Associates concluded the following:

- The opportunity site could support up to 1,750 new units of new mixed-income housing through 2014 (or 453 new units per year).
- The majority of units could be market rate (at least 75 percent).
- Potential households attracted to the area could include younger singles and childless couples (54 percent), urban families (29 percent) and empty nesters or retirees (17 percent).
- Approximately 58 percent of units be multifamily rentals (lofts and high rise apartments), and 42 percent owner-occupied multifamily, condos or co-ops, rowhouses and small lot single-family (detached and attached) homes.

RETAIL MARKET ANALYSIS

Due to its proximity to the Central Business and Warehouse districts, the opportunity site will target residential uses, however small neighborhood convenience retail will be located on the ground floor of some residential structures.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **SOUTH OF CONVENTION CENTER**

Site Concept: **Riverfront Urban Village**

2009



2030



OPPORTUNITY SITE 3

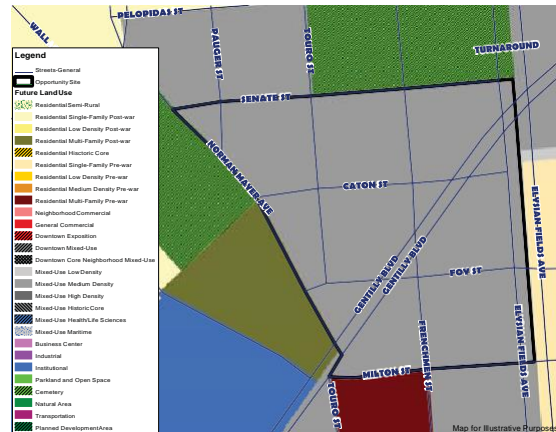
Elysian Fields

The largely underutilized commercial parcels at the intersection of Elysian Fields Avenue and Gentilly Boulevard could be transformed into a compact mixed-use, mixed-income urban village. The new development, which has been recommended in previous planning efforts, could serve as a pedestrian focused “Main Street” to serve residents in surrounding neighborhoods, and the students and faculty at nearby Dillard University. Parking could be hidden behind the numerous storefronts that are oriented to the street including a specialty grocery, ground floor retail (with apartments and condos above), restaurants and other convenience goods. A future street car or bus rapid transit route could shuttle residents quickly to downtown jobs and cultural institutions, and to recreational amenities along the lakefront.

EXISTING SITE



FUTURE LAND USE



HOUSING POTENTIAL:

A 2009 analysis of residential market potential by Zimmerman/Volk Associates concluded the following:

- The opportunity site could support up to 226 units of new mixed-income housing per year through 2014, for a total of 750 units.
- Potential households attracted to the area could include younger singles and childless couples (61 percent), urban families (28 percent) and empty nesters or retirees (11 percent).
- Approximately 58 percent of units could be multifamily rental units (lofts and apartments), with 42 percent owner-occupied, more than half of which would be in single-family homes (detached and attached). The remainder could be multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Elysian Fields Avenue trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents in the trade area will hold approximately \$450 million in spending potential.
- Up to 100,000 square feet of retail space could be supported at the site.
- Neighborhood serving retail including a small grocery (30,000–50,000 sf), apparel and sundry shops, a hardware store, and take-out food establishments would offer the greatest opportunity at this location.
- Retail establishments should target local customers in a pedestrian-friendly, mixed-use environment.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: ELYSIAN FIELDS

Site Concept: **Mixed-Use, Transit-Ready Neighborhood Center**

2009



2030

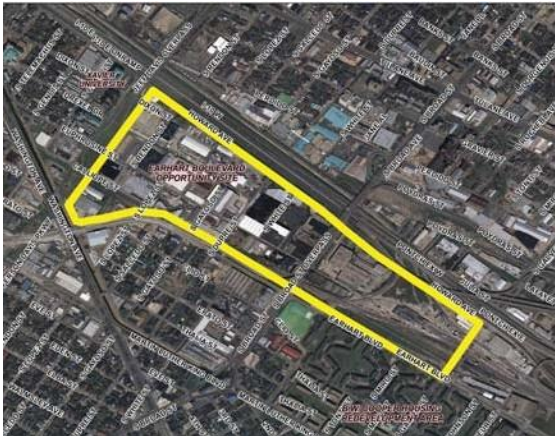


OPPORTUNITY SITE 4

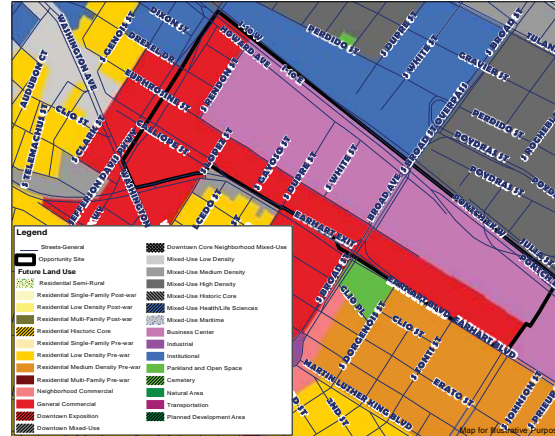
Earhart Boulevard

Currently a mix of light industrial parcels (many underutilized) and vacant lots adjacent to the B.W. Cooper housing redevelopment project, the area holds the potential to serve as a city-oriented, urban retail center made up of medium to large big-box stores, a large supermarket and supporting national retailers. Customers could arrive by foot from new housing built on the former B.W. Cooper site, or by car from neighborhoods within a short distance drive. Parking will be located in the rear on surface or in structured lots, allowing storefronts to face the boulevard along a wide, pedestrian sidewalk featuring comfortable street furniture and outdoor cafes.

EXISTING SITE Revise boundaries to remove railyard areas.



FUTURE LAND USE Revise boundaries to remove railyard areas.



HOUSING POTENTIAL:

An **2009** analysis of residential market potential by Zimmerman/Volk Associates concluded the following:

- The opportunity site could support up to 500 units of new mixed-income housing through 2014 (or 169 new units per year).
- Potential households attracted to the area could include younger singles and childless couples (57 percent), urban families (31 percent) and empty nesters or retirees (12 percent).
- Approximately 69 percent of units could be multifamily rental units (lofts and apartment), and 31 percent owner-occupied single-family (detached and attached) and multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Earhart Boulevard trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Trade area residents will hold approximately \$2.3 billion in retail spending potential.
- Up to 300,000 square feet of retail space could be supported at the site.
- General merchandise, apparel, eating and drinking establishments, and food and beverage locations (supermarkets and groceries) would offer the greatest opportunity at this location.
- A community retail center, not a regional supercenter, anchored by a general merchandise or food store (e.g., Target or Wal-Mart), along with medium sized big box national retailers would best serve the trade area.
- The site would hold the potential to recapture up to \$100 million of spending (and sales tax revenues) that New Orleanians currently spend in surrounding parishes.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **EARHART BOULEVARD**

Site Concept: **Urban Big Box Boulevard**

2009



2030

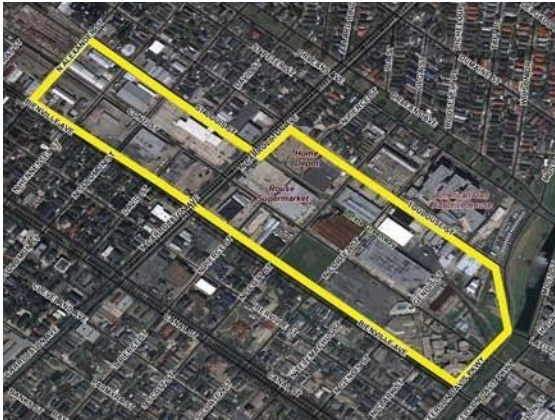


OPPORTUNITY SITE 5

Lindy Boggs/Mid-City

Redevlopment could transform the former Lindy Boggs Medical Center and collection of adjacent light industrial and commercial properties (many underutilized) into a vibrant, transit-oriented neighborhood center. Carrollton Avenue could serve as a pedestrian-oriented Main Street with a mix of medium-density, mixed-income housing above ground-floor retail (incorporating the existing ~~Rouse's Supermarkets and Home Depot~~). Lower-density townhouse, two-family, and small lot single-family housing could be developed along the edges to transition into established residential neighborhood. New green space corridors lined with renewable energy wind turbines could connect to the Lafitte Greenway to create a unique green network for the entire Mid-City neighborhood.

EXISTING SITE



FUTURE LAND USE



HOUSING POTENTIAL:

An ~~2009~~ analysis of residential market potential by Zimmerman/Volk Associates concluded the following:

- The opportunity site could support up to 386 units of new mixed-income housing per year through 2014, for a total of 1,500 units.
- Potential households attracted to the area could include younger singles and childless couples (41 percent), urban families (37 percent) and empty nesters or retirees (22 percent).
- Approximately 68 percent of units could be multifamily rentals (lofts and apartments), and 32 percent owner-occupied single-family homes (detached and attached) and multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Lindy Boggs Mid City trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents will hold approximately \$1.8 billion in spending potential.
- Up to 150,000 square feet of additional retail space could be accommodated on site.
- Card shops, discount merchandisers, toy and hobby stores, affordable restaurants and neighborhood service locations (banks, beauty salons, barber shops) would offer the greatest opportunity.
- Retail should target local customers, and not serve as a regional destination.
- Initial development should cluster at Carrollton Avenue around the ~~Rouse's and Home Depot~~, and grow incrementally as market demand increases. ~~(The existing Home Depot and Rouse's supermarket would remove a considerable amount of risk, and could be leveraged to attract additional retailers.)~~

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **LINDY BOGGS/MID-CITY**

Site Concept: **Transit-Oriented Development Neighborhood**

2009



2030



OPPORTUNITY SITE 6

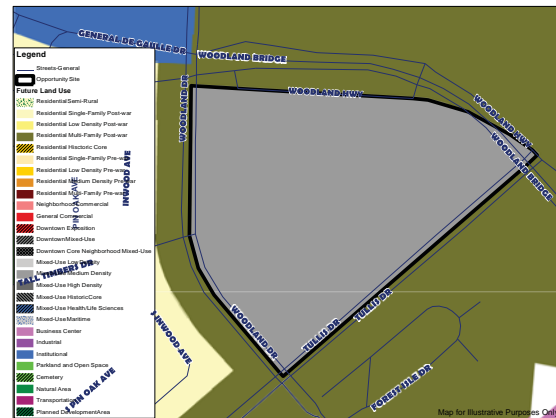
Woodland Highway

Redevlopment of the former Schwegman's supermarket site should be predominantly residential, with a mix of single-family, townhouse, and multifamily housing units in a pedestrian village-like setting with a town center of specialty retailers including a small market, wine shop, dry cleaner and other neighborhood conveniences to serve residents. With the addition of a new, express BRT line to downtown, the village could support additional convenience retail to serve commuters from neighboring communities.

EXISTING SITE



FUTURE LAND USE



HOUSING POTENTIAL:

An **2009** analysis of residential market potential by Zimmerman/Volk Associates concluded the following:

- The opportunity site could support up to 453 units of new mixed-income housing per year through 2014, for a total of 1,500 units.
- Potential households attracted to the area could include younger singles and childless couples (40 percent), urban families (36 percent) and empty nesters or retirees (24 percent).
- Approximately 49 percent of units could be multifamily rentals (lofts and apartments), and 51 percent owner-occupied, primarily single-family homes (detached and attached, including townhouses), and some multifamily condominiums.

RETAIL MARKET POTENTIAL

A retail market analysis prepared by W-ZHA for the Woodland Highway trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents will hold approximately \$253.7 million in spending potential.
- Most of the Trade Area's day-to-day shopping will continue to occur to the north in the vicinity of the intersection between General DeGaulle Drive and Behrman Highway.
- The site's redevelopment will not be driven by retail, but instead with residential development.
- If high income households reside in new housing on the site, the opportunity exists for some specialty retail (approximately 40,000 square feet), most likely a card or gift shop, florist or wine store.

For complete residential and retail market analyses, see Volume 3, Appendix

OPPORTUNITY SITE: **WOODLAND HIGHWAY**

Site Concept: **Suburban Residential Center with Supporting Retail**

2009



2030



OPPORTUNITY SITE 7

Basin Street

Multiple developments with the potential for large-scale economic development, community revitalization, housing, cultural identity, and environmental responsibility have been proposed for the area between North Rampart Street and North Claiborne Avenue linking the Iberville and Tremé communities and surrounding neighborhoods. These include the Choice Neighborhoods Initiative Iberville Redevelopment, the Livable Claiborne Communities study, the North Rampart streetcar, the Lafitte Greenway, and the redevelopment of Armstrong Park. The level of attention and investment focused on this area necessitates significant community outreach to all stakeholders affected by the new development and a coordinated planning approach to weave these developments together. If properly coordinated, these developments can create a high-performing urban environment, remove physical barriers, and increase connections across multiple neighborhoods.

EXISTING SITE



FUTURE LAND USE



THE FOLLOWING CONCEPTS SHOULD SERVE AS GUIDING PRINCIPLES FOR FUTURE PLANNING AND DEVELOPMENT IN THIS AREA:

- Study the connection of the Lafitte Greenway, Armstrong Park and the Basin Street neutral ground to extend the network of green space. The Lafitte Greenway could connect to the Basin Street neutral ground to reach Canal Street, Loyola Avenue, Duncan Plaza, and the streetcar network.
- Promote walking, cycling, and public transportation as ways to increase access and enhance the number of visitors to the cultural, retail, entertainment, and recreational destinations in the area.
- Provide adequate and appropriate parking that balances the needs of residents and visitors. Coordination of parking facilities should be encouraged in the planning and design of large developments, and opportunities for shared parking for complimentary uses should be explored. Preference should be given to structured parking garages rather than surface parking lots where possible.
- Consider traffic-calming measures for Basin Street to increase safety and expand opportunities for pedestrian oriented retail.
- Support the re-establishment of the historic street grid where appropriate in order to increase connectivity between Tremé, Iberville, the Vieux Carré, the Central Business District, and surrounding neighborhoods. Give preference to the removal of barriers and the establishment of street connections as part of all major development projects and plans for the area.
- Study ways to enhance the amenities in Armstrong Park and to strengthen connections between the park and the surrounding communities.
- Incorporate sustainable water features as both an amenity and a means to manage stormwater runoff.
- Study ways to integrate the performance venues, museums, historic sites, recreational facilities, and other destinations in the area into a cohesive and identifiable cultural district. A nuanced approach to signage and other means of wayfinding should be considered. Evaluate the establishment of entertainment uses along Basin Street with consideration for the protection of residential quality of life in surrounding neighborhoods.

OPPORTUNITY SITE: BASIN STREET



ing the Basin Street Crossing, the design team created two options for the Basin Street Crossing. The Basin Street Crossing illustrates how Greenway users would cross Basin Street and access Armstrong Park and the French Quarter.



Renderings from City of New Orleans' "Lafitte Corridor Revitalization Plan" and "Lafitte Greenway Master Plan"

Future Land Use Consistency Table

The City Charter Section 5-404 (3)(b) requires that the Land Use Element of the Master Plan include a table specifying the relationship between the land use designation and the zoning classification included in the Land Use Element and reflected on the Future Land Use Map. The Charter also requires that the Comprehensive Zoning Ordinance be simultaneously amended to include this table and that said table shall be amended or updated to accommodate changes in the CZO or Land Use Element of the Master Plan. The table below shows the consistency between the FLUM categories and zoning district classifications of the Comprehensive Zoning Ordinance.

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | |
|--|---|
| MASTER PLAN FUTURE LAND USE MAP DESIGNATION | CONSISTENT ZONING DISTRICT CLASSIFICATIONS |
| RESIDENTIAL SEMI-RURAL SINGLE-FAMILY (RSR) | RRE Rural Residential Estate District |
| RESIDENTIAL HISTORIC CORE (R-HC) | HMR-1 Historic Marigny/Tremé/Bywater Residential District |
| | HMR-2 Historic Marigny/Tremé/Bywater Residential District |
| | HMR-3 Historic Marigny/Tremé/Bywater Residential District |
| | HMC-1 Historic Marigny/Tremé/Bywater Commercial District |
| | HMC-2 Historic Marigny/Tremé/Bywater Commercial District |
| | VCR-1 Vieux Carré Residential District |
| | VCR-2 Vieux Carré Residential District |
| | VCC-1 Vieux Carré Commercial District |
| | VCC-2 Vieux Carré Commercial District |
| RESIDENTIAL PRE-WAR SINGLE-FAMILY (RSF-PRE) | HU-RS Single-Family Residential District |
| RESIDENTIAL POST-WAR SINGLE-FAMILY (RSF-POST) | S-RS Single-Family Residential District |
| | S-LRS1 Lakeview Single-Family Residential District |
| | S-LRS2 Lake Vista and Lake Shore Single-Family Residential District |
| | S-LRS3 Lakewood and Country Club Gardens Single-Family Residential District |
| RESIDENTIAL PRE-WAR LOW DENSITY (RLD-PRE) | HU-RD1 Two-Family Residential District |
| | HU-RD2 Two-Family Residential District |
| | HU-RM1 Multi-Family Residential District |
| | HU-B1A Neighborhood Business District |
| | HU-B1 Neighborhood Business District |
| | HU-MU Neighborhood Mixed-Use District |
| RESIDENTIAL POST-WAR LOW DENSITY (RLD-POST) | S-RD Two-Family Residential District |

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | | |
|---|--|--|
| MASTER PLAN FUTURE LAND USE MAP DESIGNATION | CONSISTENT ZONING DISTRICT CLASSIFICATIONS | |
| | S-LRD1 Lake Vista Two-Family Residential District | |
| | S-LRD2 Lakewood/Parkview Two-Family Residential District | |
| RESIDENTIAL PRE-WAR MEDIUM DENSITY (RMD-PRE) | HU-RD2 Two-Family Residential District | |
| | HU-RM1 Multi-Family Residential District | |
| | HU-B1A Neighborhood Business District | |
| | HU-B1 Neighborhood Business District | |
| | HU-MU Neighborhood Mixed-Use District | |
| RESIDENTIAL PRE-WAR MULTIFAMILY (RMF-PRE) | HU-RM1 Multi-Family Residential District | |
| | HU-RM2 Multi-Family Residential District | |
| | HU-B1A Neighborhood Business District | |
| | HU-B1 Neighborhood Business District | |
| | HU-MU Neighborhood Mixed-Use District | |
| RESIDENTIAL POST-WAR MULTIFAMILY (RMF-POST) | S-RD Two-Family Residential District | |
| | S-RM1 Multi-Family Residential District | |
| | S-RM2 Multi-Family Residential District | |
| | S-LRM1 Lake Area Low-Rise Multi-Family Residential District | |
| | S-LRM2 Lake Area High-Rise Multi-Family Residential District | |
| NEIGHBORHOOD COMMERCIAL (NC) | HMC-1 Historic Marigny/Tremé/Bywater Commercial District | |
| | HMC-2 Historic Marigny/Tremé/Bywater Commercial District | |
| | HU-B1 Neighborhood Business District | |
| | S-B1 Suburban Business District | |
| | S-B2 Pedestrian-Oriented Corridor Business District | |
| | S-LB1 Lake Area Neighborhood Business District | |
| | S-LB2 Lake Area Neighborhood Business District | |
| | C-1 General Commercial District | |
| GENERAL COMMERCIAL (GC) | S-LC Lake Area General Commercial District | |
| | C-1 General Commercial District | |
| | C-2 Auto-Oriented Commercial District | |
| | C-3 Heavy Commercial District | |
| DOWNTOWN EXPOSITION (DE) | CBD-4 Exposition District | |

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | |
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| <u>MASTER PLAN FUTURE LAND USE MAP DESIGNATION</u> | <u>CONSISTENT ZONING DISTRICT CLASSIFICATIONS</u> |
| <u>BUSINESS CENTER (BC)</u> | <u>MU-2 High Intensity Mixed-Use District</u> |
| | <u>BIP Business-Industrial Park District</u> |
| <u>INDUSTRIAL (IND)</u> | <u>LI Light Industrial District</u> |
| | <u>HI Heavy Industrial District</u> |
| | <u>MI Maritime Industrial District</u> |
| <u>MIXED-USE HISTORIC CORE (MU-HC)</u> | <u>HMR-1 Historic Marigny/Tremé/Bywater Residential District</u> |
| | <u>HMR-2 Historic Marigny/Tremé/Bywater Residential District</u> |
| | <u>HMR-3 Historic Marigny/Tremé/Bywater Residential District</u> |
| | <u>HMC-1 Historic Marigny/Tremé/Bywater Commercial District</u> |
| | <u>HMC-2 Historic Marigny/Tremé/Bywater Commercial District</u> |
| | <u>HM-MU Historic Marigny/Tremé/Bywater Mixed-Use District</u> |
| | <u>VCR-1 Vieux Carré Residential District</u> |
| | <u>VCR-2 Vieux Carré Residential District</u> |
| | <u>VCC-1 Vieux Carré Commercial District</u> |
| | <u>VCC-2 Vieux Carré Commercial District</u> |
| | <u>VCE Vieux Carré Entertainment District</u> |
| | <u>VCE-1 Vieux Carré Entertainment District</u> |
| | <u>VCS Vieux Carré Service District</u> |
| | <u>VCS-1 Vieux Carré Service District</u> |
| <u>MIXED-USE MARITIME (MARI)</u> | <u>M-MU Maritime Mixed-Use District</u> |
| | <u>S-LM Lake Area Marina District</u> |
| <u>MIXED-USE LOW DENSITY (MUL)</u> | <u>HMR-3 Historic Marigny/Tremé/Bywater Residential District</u> |
| | <u>HMC-1 Historic Marigny/Tremé/Bywater Commercial District</u> |
| | <u>HMC-2 Historic Marigny/Tremé/Bywater Commercial District</u> |
| | <u>HM-MU Historic Marigny/Tremé/Bywater Mixed-Use District</u> |
| | <u>HU-RD1 Two-Family Residential District</u> |
| | <u>HU-RD2 Two-Family Residential District</u> |
| | <u>HU-RM1 Multi-Family Residential District</u> |
| | <u>HU-B1A Neighborhood Business District</u> |
| | <u>HU-B1 Neighborhood Business District</u> |

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | | |
|---|--|--|
| MASTER PLAN FUTURE LAND USE MAP DESIGNATION | CONSISTENT ZONING DISTRICT CLASSIFICATIONS | |
| | HU-MU Neighborhood Mixed-Use District | |
| | S-RD Two-Family Residential District | |
| | S-RM1 Multi-Family Residential District | |
| | S-B1 Suburban Business District | |
| | S-B2 Pedestrian-Oriented Corridor Business District | |
| | S-LB1 Lake Area Neighborhood Business District | |
| | S-LB2 Lake Area Neighborhood Business District | |
| | EC Educational Campus District | |
| | MS Medical Service District | |
| MIXED-USE MEDIUM DENSITY (MUM) | HU-RD2 Two-Family Residential District | |
| | HU-RM1 Multi-Family Residential District | |
| | HU-RM2 Multi-Family Residential District | |
| | HU-B1A Neighborhood Business District | |
| | HU-B1 Neighborhood Business District | |
| | HU-MU Neighborhood Mixed-Use District | |
| | S-RM1 Multi-Family Residential District | |
| | S-LRM1 Lake Area Low-Rise Multi-Family Residential District | |
| | S-LRM2 Lake Area High-Rise Multi-Family Residential District | |
| | S-B1 Suburban Business District | |
| | S-B2 Pedestrian-Oriented Corridor Business District | |
| | S-LB2 Lake Area Neighborhood Business District | |
| | S-LC Lake Area General Commercial District | |
| | C-1 General Commercial District | |
| | MU-1 Medium Intensity Mixed-Use District | |
| | EC Educational Campus District | |
| | MC Medical Campus District | |
| | MS Medical Service District | |
| MIXED-USE HIGH DENSITY (MUH) | HU-RM2 Multi-Family Residential District | |
| | S-RM1 Multi-Family Residential District | |
| | C-2 Auto-Oriented Commercial District | |

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | |
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| <u>MASTER PLAN FUTURE LAND USE MAP DESIGNATION</u> | <u>CONSISTENT ZONING DISTRICT CLASSIFICATIONS</u> |
| | <u>C-3 Heavy Commercial District</u> |
| | <u>MU-2 High Intensity Mixed-Use District</u> |
| | <u>EC Educational Campus District</u> |
| | <u>MC Medical Campus District</u> |
| <u>MIXED-USE DOWNTOWN (DMU)</u> | <u>CBD-1 Core Central Business District</u> |
| | <u>CBD-2 Historic Commercial and Mixed-Use District</u> |
| | <u>CBD-3 Cultural Arts District</u> |
| | <u>CBD-4 Exposition District</u> |
| | <u>CBD-5 Urban Core Neighborhood Lower Intensity Mixed-Use District</u> |
| | <u>CBD-6 Urban Core Neighborhood Mixed-Use District</u> |
| | <u>CBD-7 Bio-Science District</u> |
| <u>MIXED-USE DOWNTOWN CORE NEIGHBORHOOD (DCN-MU)</u> | <u>CBD-3 Cultural Arts District</u> |
| | <u>CBD-5 Urban Core Neighborhood Lower Intensity Mixed-Use District</u> |
| | <u>CBD-6 Urban Core Neighborhood Mixed-Use District</u> |
| <u>MIXED-USE HEALTH/LIFE SCIENCES NEIGHBORHOOD (MUHLS)</u> | <u>LS Life Science Mixed-Use District</u> |
| | <u>CBD-7 Bio-Science District</u> |
| <u>PLANNED DEVELOPMENT AREA (PDA)</u> | <u>GPD General Planned Development District</u> |
| <u>INSTITUTIONAL (INS)</u> | <u>EC Educational Campus District</u> |
| | <u>MC Medical Campus District</u> |
| | <u>MS Medical Service District</u> |
| | <u>HU-MU Neighborhood Mixed-Use District</u> |
| | <u>MU-1 Medium Intensity Mixed-Use District</u> |
| | <u>MU-2 High Intensity Mixed-Use District</u> |
| | <u>OS-R Regional Open Space District</u> |
| | <u>S-LC Lake Area General Commercial District</u> |
| | <u>C1 General Commercial District</u> |
| | <u>LI Light Industrial District</u> |
| <u>NATURAL AREAS (NA)</u> | <u>NA Natural Areas District</u> |
| <u>PARKLAND AND OPEN SPACE (P)</u> | <u>OS-N Neighborhood Open Space District</u> |
| | <u>OS-G Greenway Open Space District</u> |

| Table Specifying Relationship between Future Land Use Designations and Zoning Classifications | |
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| <u>MASTER PLAN FUTURE LAND USE MAP DESIGNATION</u> | <u>CONSISTENT ZONING DISTRICT CLASSIFICATIONS</u> |
| | <u>OS-R Regional Open Space District</u> |
| | <u>NA Natural Areas District</u> |
| | <u>VCP Vieux Carré Park District</u> |
| | <u>S-LP Lake Area Neighborhood Park District</u> |
| <u>CEMETERY (CEM)</u> | <u>OS-N Neighborhood Open Space District</u> |